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ABSTRACT

This document is comprised of the hearing and briefing on International Women's issues before the Subcommittees on International Organizations and International Development of the Committee on International Relations, House of Representatives, 95th Congress. The purpose of the joint session was to explore the administration's request for the United Nations Decade for women, and to investigate the United States Agency for International Development (USAID) request for women in development. An additional purpose was to gain a better understanding of the reasons why it is important to consider the situation of women in relation to international human rights and to multilateral and bilateral international development efforts. Testimony from administration representatives and public witnesses focuses upon such issues as women in decision-making positions in the U.N. Secretariat, the division of male/female employees in the Policy Planning Office at AID, the situation of women in development, and other aspects of the U.N. Decade for Women. (KA)

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INTERNATIONAL WOMEN'S ISSUES

HEARING AND BRIEFING

BEFORE THE

SUBCOMMITTEES ON INTERNATIONAL ORGANIZATIONS

AND ON

INTERNATIONAL DEVELOPMENT

OF THE

COMMITTEE ON INTERNATIONAL RELATIONS HOUSE OF REPRESENTATIVES

NINETY-FIFTH CONGRESS

SECOND SESSION

MARCH 8 AND 22, 1978

Printed for the use of the Committee on International Relations

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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INTERNATIONAL WOMEN'S ISSUES

WEDNESDAY, MARCH 8, 1978

HOUSE OF REPRESENTATIVES,
COMMITTEE ON INTERNATIONAL RELATIONS,
SUBCOMMITTEES ON INTERNATIONAL ORGANIZATIONS
AND ON INTERNATIONAL DEVELOPMENT,
Washington, D.C.

The subcommittees met at 2:14 p.m. in room 2255, Rayburn House Office Building, Hon. Donald M. Fraser (chairman of the Subcommittee on International Organizations) presiding.

Mr. FRASER. The subcommittees will come to order. We are meeting this afternoon to listen to the testimony with respect to international women's issues.

The Subcommittee on International Organizations, which I chair, has some responsibilities for making recommendations for the authorization of U.S. voluntary contributions to international organizations and programs under the International Development Assistance Act of 1978.

In pursuit of the question of international organizations' support, we have had 1½ days of hearings on some 20 U.N. programs and 5 OAS programs to which the United States makes voluntary contributions.

There is, however, an important program that we want to spend some time considering this afternoon, the U.N. Decade for Women.

Last year, the administration, for the first time, requested $3 million for the U.N. Decade for Women. This year, they are requesting $2 million.

This Decade and the programs that comprise it are an outgrowth of the U.N. World Conference on International Women's Year held in Mexico City in 1975. That Conference also approved a world plan of action for the integration of women in development, which calls on international, regional, and national organizations to promote equality between men and women, and increase the involvement of women in social and economic development and in contributing to friendly relations among U.N. member states.

I am very glad that the Subcommittee on International Organizations and the Subcommittee on International Development have been able to schedule this joint session on international women's issues this afternoon so we can explore the administration's request for the U.N. Decade for Women and for USAID's request for women in development, and so we can better understand the reasons why it is important to consider the situation of women in relation to international human rights and to multilateral and bilateral international development efforts.

We are delighted to have with us this afternoon two representatives from the administration: Mr. George Dalley, Deputy Assistant Secretary, Bureau of International Organization Affairs; and Dr. Elsa Chaney, Deputy Coordinator, Women in Development, USAID; and two public witnesses; Dr. Dorothy Height, president, National Council of Negro Women; and Ms. Coralie Turbitt, president, International Center for Research on Women. I see that our witnesses are already here. The U.S. Representative to the U.N. Commission on the Status of Women could not be with us today. However, I want to insert in the record her address to the Third Committee of the U.N. General Assembly last fall. Several others have requested that statements for the record be inserted. We are happy to do this.[1]

I want to share with you the fact that Chairman Harrington hopes to be here, but he has a conflict; the opening statement which he intended to make will be inserted in the record at this point.

[The statement follows:]

OPENING STATEMENT OF HON. MICHAEL J. HARRINGTON, CHAIRMAN, SUBCOMMITTEE ON INTERNATIONAL DEVELOPMENT

I am pleased to have this opportunity to jointly sponsor this hearing on Women-in-Development with Mr. Fraser's subcommittee.

On the AID side, I look forward to covering several issues:

First, what has AID done to implement section 113.

Second, how much funding does AID require to carry out its role in promoting women in development as envisaged in section 113?

Third, I have been told that some programs like health, nutrition and family planning reinforce the mothering role, rather than promoting more employment and income opportunities for women. How does AID distinguish between effecting women-in-development projects and not-so-effective projects?

I also wish to thank our witnesses for appearing to address these issues as well as the matters outlined by Mr. Fraser.

Mr. FRASER. We will start with you, Mr. Dalley, and hear about the U.N. Decade for Women.

STATEMENT OF GEORGE A. DALLEY, DEPUTY ASSISTANT SECRETARY FOR INTERNATIONAL ORGANIZATION AFFAIRS, DEPARTMENT OF STATE

Mr. DALLEY. Thank you, Mr. Chairman. I am grateful for the opportunity to appear before the subcommittee in support of the programs of the Voluntary Fund for the U.N. Decade for Women, 1976–85.

I want to discuss three subjects today: The background and events leading up to the U.N. Decade for Women, the importance of multilateral assistance for women's programs, and the U.S. contribution to the Voluntary Fund for the U.N. Decade for Women.

With me today to discuss these programs are Barbara Good, Director of the Agency Directorate for International Women's Programs, and Chester Norris, Director of the Office of Development and Humanitarian Programs in the International Organizations Bureau.

In my statement today I want to discuss three subjects: The background and events leading up to the first United Nations Conference to be devoted to the concerns of women and the U.N. Decade for

[1] See appendix 1, p. 89.

Women, the importance of multilateral assistance for women's programs, and the U.S. contribution to the Voluntary Fund for the United Nations' Decade for Women.

In 1972, the U.N. General Assembly proclaimed 1975 International Women's Year to promote equality between men and women; to insure the full integration of women in the total development effort, especially by emphasizing women's responsibility for and the importance of their role in economic, social, and cultural development at the national, regional, and international levels; and, finally, to recognize the importance of women's increasing contribution to development of friendly relations and cooperation among states and to the strengthening of world peace.

U.N. Resolution 1851 (VI) authorized the United Nations to hold an international conference during International Women's Year in recognition of the beneficial work done by the Commission on the Status of Women in the years since its establishment in 1946; and the important contributions which women have made to the social, political, economic, and cultural life of their countries.

The U.N. World Conference on International Women's Year, which was a U.S. initiative, was the first United Nations Conference to be devoted to the concerns of women. It represented a concerted attempt to bring women into the mainstream of united activity within the Secretariat itself and in the specialized agencies of the U.N. system, not only within development programs, but also within the employment practices and policies of the United Nations and in accordance with the principles of the U.N. Charter that grants equal rights to all persons without regard to sex.

Delegates from 133 countries participated in the Conference held in Mexico City in June 1975. The most important outcome of the conference was the unanimous adoption by consensus of a world plan of action for the elimination of discrimination against women. This action plan should have a sweeping and long-range effect since the guidelines are flexible and sufficiently broad to meet the most urgent needs of women in eliminating discrimination and insuring their full participation in their societies.

That 133 governments could agree to such an all-encompassing document substantiates the fact that women's issues are internationally acknowledged. By taking the lead in calling for the Conference, the United States introduced one of the most significant human rights initiatives in recent years.

Thirty-five resolutions were also adopted, four sponsored by the United States. They related to every aspect of the status of women, ranging from development to peace and standard setting.

Later, the U.N. General Assembly adopted the world plan of action and the 35 resolutions. In Resolution 3520 (XXX) of December 15, 1975, the General Assembly also proclaimed the U.N. Decade for Women: Equality, Development and Peace, 1976–85.

MULTILATERAL ASSISTANCE

The Decade anticipates meeting the following minimum goals by 1980:

One. A marked increase in literacy and civic education of women;

Two. Coeducation, technical and vocational training in industrial and agricultural sectors;

Three. Equal access to education at every level with compulsory primary education;

Four. Increased employment opportunities for women and greater efforts to eliminate discrimination in employment;

Five. Equal eligibility to vote and seek elected office.

Six. Greater participation of women in policymaking positions at local, national, and international levels;

Seven. Improved provision for other welfare services. It also provides for regional and global action and for review and appraisal of the program.

The impact of the program will be wide ranging and of growing consequence in increasing the role and participation of women in society.

Facts regarding the actual status of the majority of the world's women are stark indeed. While women share in the malnutrition, illiteracy, and unemployment which afflicts one-third of the world's population, they are by virtue of their sex and social mores especially disadvantaged in regard to basic needs, education, and the opportunity to become self-sustaining.

We have finally learned that United Nations Development Decades cannot succeed until the roles and needs of women are taken into consideration. The issue now is to enable all people to be more productive—to expand their roles in order to allow them to become fuller human beings.

The needs of women include access to health and nutritional services, educational training opportunities, equipment for rural women to make daily work in the field less burdensome and more productive. We should be aware that for women in the Third World the value of having many children represents their only security in later life. This factor alone needs serious and concerted attention. Large families represent a great burden upon women and a drain on social services and national resources. Integration of women into development efforts will tend to free women from reliance upon the security value of children while relieving some of the constraints imposed by overpopulation.

The Joint Inter-Organizational Committee of the U.N. Administrative Coordination—ACC—developed a joint inter-organizational program for the Decade for Women based on programs scheduled for implementation in the U.N. system during the Decade. The program was expanded by the Commission on the Status of Women in 1976 and approved by the Economic and Social Council—Ecosoc—in September of that year.

The U.N. Regional Commissions have been developing regional plans of action based on the world plan of action adopted in Mexico City. They are considered to be an important mechanism for carrying out the goals of the world plan.

Bearing in mind that the world plan of action derives from a U.S. initiative to hold the conference, one could argue that a continued leadership role in the United Nations and other multilateral organizations is an important element in maintaining world leadership. Taking initiatives and providing U.S. financial support for these programs strengthens our political influence generally in the United Nations and particularly in setting its social and economic policies. The essentially

nonpolitical voluntary programs such as the U.N. Decade for Women stress concepts embodied in the basic human needs approach to foreign assistance. We should give further emphasis and support to those issues which have been successful U.S. initiatives in the past. We should not rely solely on bilateral assistance because combined expertise is necessary in influencing worldwide development efforts to focus on the problems common to women. When other countries have a stake in these issues, chances for their solution are greater. In the past, governments have ignored this important aspect. A multilateral approach is important because it implies that other countries will work together in finding solutions.

We believe that no effort to improve the economic situation in developing countries—by the U.N. and others—can really succeed as long as women, 52 percent of the world's population, are not fully and effectively integrated into the total development effort. We also believe that equality for women is a fundamental human right and that the program for the Decade for Women represents another dimension and extension of the U.S. human rights initiative in the U.N.

The Voluntary Fund for the Decade for Women is the only source of funding available throughout the U.N. system for the Decade. Since appropriated funds of the U.N. are only available to support regularly funded programs, Decade programs must rely on voluntary contribution if they are to be put into effect and promoted successfully during the 7 years that remain of the Decade. A U.N. pledging conference was held in November 1977 for the purpose of securing contribution to support the program. At that time, the United States gave the largest single contribution, $3 million. To date, a total of $6.6 million has been raised from 28 countries, private donors, and foundations.

A consultative committee, composed of governments from five geographic regions, has been established to work with the controller of the U.N. to see that the funds are allocated in accordance with the criteria established on the Fund. In general, the United States supports women's programs financed by the Voluntary Fund for the Decade.

The Voluntary Fund, in addition to supporting regional training centers for women within the U.N. Regional Economic Commissions will also support the creation of an International Institute for Research and Training for the Advancement of Women in Tehran, Iran. Although a great deal of information concerning the plight of women all over the world was compiled during International Women's Year, their invisibility in existing data on which development plans are based presents a problem. Closely related is the role of the invisible woman in population growth. A society which assigns to women no other value than that of mother and provisioner will not succeed in persuading her to want fewer children, no matter how many family planning programs it mounts.

The International Research and Training Institute for the Advancement of Women, toward which the Government of Iran has contributed $1 million, can help to provide the link between research and training. The regional training centers for women can also help to integrate women in development. The design, structure, functions, and procedures to be followed in further development of these centers have been accepted by several U.N. bodies and are described in extensive

documentation. Because the regional centers, and many governments, work in cooperation with voluntary organizations, there is a strong private sector component.

One of the most successful American development experts has been Dr. Margaret Snyder, Director of the Women's Center in the United Nations Regional Economic Commission in Africa. This Center has been in operation for a number of years and has already demonstrated measurable results, particularly in women's participation in economic activity, in skill training and education. Dr. Snyder has recently been transferred to New York to work in the United Nations Center for Social and Humanitarian Development.

The establishment of regional training centers in the four developing areas—East Asia, Africa, Latin America, and West Asia—and the International Research and Training Institute for the Advancement of Women in Iran are of vital importance in setting up the necessary training programs and providing the regional adaptations required. The Institute will probably become fully operative in September 1978, when a total of $3 million in funding will be available from the United Nations. The work of the International Institute in Tehran will be coordinated with the work of the regional training centers in the four developing areas under the leadership of the United Nations Regional Economic Commissions. Initial funds are serving as seed money to organize the training center programs and to bring expertise in techniques for the effective integration of women in development into the United Nations system. These centers will assist the poorest women in the least developed countries by emphasizing self-help activities at the field level. To assure this we have stipulated that three women experienced in development techniques must be hired at the policy-making level.

Through this program expertise will be developed and identified and action programs undertaken. The money made available in fiscal years 1979 will be used to expand program aspects to be carried out by mechanisms developed during the initial phase.

The first stage of the International Research and Training Institute, which will serve as a clearinghouse, will be the collection of data and information on existing and ongoing research and training for women. Many problems of women have not been adequately researched and there are few action proposals spelling out solutions. Women need to know the methodology used for the projects, the findings and the followup and what recommendations succeeded and why others failed.

The Institute's research program will work in close collaboration with all relevant organizations of the United Nation system—UNESCO, UNDP, FAO, WHO, ILO, UNITAR, U.N. University, and UNRISD—reviewing existing plans and programs to insure that a women's component is included in projects. Special attention will be given to the needs of women in developing countries with priority for rural women and their integration into the development process.

Out of the $3 million U.S. contribution to the Voluntary Fund, the following recommendations have been made:

One. $400,000 to the International Research and Training Institute in Iran for the collection of data and information on existing and ongoing research on women and their problems.

Two. $500,000 to each of the four U.N. Regional Economic Commissions for projects undertaken by their respective women's training centers. The United States has recommended that this money be allocated when (a) each region has adopted a plan of action to integrate women in development in accordance with the world plan of acton; and (b) a minimum of three women are placed into officer-level positions in the Secretariats of each Regional Commission. If these conditions are not met, the United States will consider reallocating this sum to another part of the program.

Three. $250,000 of the U.S. contribution will be made available to the Center for Social Development and Humanitarian Affairs in the United Nations for the creation of a publications and information program to promote the world plan of action. One officer position will be funded to carry out this program.

Four. The remaining $350,000 is to be spent at the discretion of the Consultative Committee of the U.N. Voluntary Fund.

We are making every effort to insure that decade projects make the best use of the U.S. voluntary contribution.

We have been monitoring very closely the fiscal year 1978 allocation and will continue to do so. With respect to the proposed $2 million contribution for fiscal year 1979, we have been in close touch with the Assistant Secretary General for Social Development and Humanitarian Affairs concerning progress thus far and regarding programs awaiting funding. We have been assured that action is underway, particularly regarding assignment of staff to the Regional Commissions and that office is confident that it will be possible to begin reporting back on project implementation this year.

Mr. Chairman and members of the committee, thank you for your attention.

Mr. FRASER. Thank you very much. I think that if the remaining witnesses can possibly summarize their statements it will enable us to move to questioning more quickly. Your full statements will be made a part of the record. I think it would be helpful if you could summarize, or touch on the highlights.

Congressman Harrington has just joined us.

Dr. Chaney.

STATEMENT OF ELSA CHANEY, DEPUTY COORDINATOR, OFFICE OF WOMEN IN DEVELOPMENT, BUREAU FOR PROGRAM AND POLICY COORDINATION, AGENCY FOR INTERNATIONAL DEVELOPMENT

Ms. CHANEY. Mr. Chairman, members of the subcommittee, ladies and gentlemen, I am testifying today on behalf of the Women in Development Office and for the Coordinator, Arvonne Fraser.

Unfortunately, she cannot be here today because she is at the meeting of the Development Assistance Committee of the Organization of Economic Cooperation and Development in Paris which is holding a session on the role of women in development. Representatives from women in development offices in several countries as well as United Nations organizations are represented.

Ms. Fraser wants me to convey her regrets, and to request that a report of the meeting which she is attending be made a part of the record of these hearings.[1] We are both grateful for the privilege of testifying here today.

My oral statement, not only by permission but by suggestion, will be an abridged version of a longer statement.

A letter from your subcommittees to AID Administrator John J. Gilligan, asked us to do four things today. First, to explore the implications for women in development of the "New Directions" mandate.

Second, we have been asked to assess how and why past foreign aid policies have, at times, had negative or, at best, neutral results for women.

Third, we are invited to outline what the Women in Development Office is accomplishing in a positive sense, and finally, to make some proposals for strengthening women in development programs.

In relation to the "New Directions" mandate, perhaps the most obvious fact to underscore is that women are not just a small "target group," but one-half of the people in the developing world, and more than one-half of the poor majority. As Administrator Gilligan recently observed, it may well be women, not men, who will be the decisive force in seeing that the world's poor have enough to eat, eat nourishing food, drink clean water, live to adulthood and become literate.

I would like to ask if this address to which I refer can be made a part of the record.

Mr. FRASER. Without objection, we will do that.[2]

Ms. CHANEY. Rather than simply recite what women already contribute to their society's basic needs, I want to take a few moments to talk about my friend, Hermalinda.

Her problems and her potential contribution touch upon the situation of all women of the poor majority. Hermalinda is a domestic servant in Peru, part of the great wave of rural migrants not only flooding into the metropolises of their own countries in the past 25 years, but crossing international boundaries, and coming, we might also observe, from the Caribbean and some of the South American countries, and settling in the Northeast part of our country all the way from Boston to Washington looking for work, looking for education, looking for a better life.

I met Hermalinda in a churchyard in early 1975 when I was in Peru doing a study of poor women. She came hoping that the church's day care center would take her youngest child. There was not any room. I went home with Hermalinda, climbing up the sandy hillside to a reed hut without a roof. The house was a half-hour's hike from the highway to Ciudad de Dios, "City of God," a marginal settlement, near Lima. There is irony in the name. Ciudad de Dios has not a single blade of grass, a tree, or a flower.

We talked that day and many times afterward. Hermalinda had three children, all by the same father who also has another family, and does not live with her. She gets up at 5 a.m.—her patrona gave her a transistor radio to hear the time—to set out on her 1-hour bus journey to a beautiful suburb of Lima, Monterrico, where she earns

[1] See appendix 2, p. 94.
[2] See appendix 3, p. 117.

the equivalent of a dollar a day. There is more irony here: "Monterrico" means, literally, "Rich Mountain."

Sonia, who was 9 years old when I first met her, is the eldest of Hermalinda's children. She was repeating the first grade for the third time because she had to stay out of school to care for her youngest brother. Hermalinda would lock them in the reed hut because "there are evil men around the barriada." Hermalinda does not get back home until 8 or 9 o'clock at night. She told me once that as she runs after her patrona's children, "I often see in my mind my own house burning up, and Sonia and the baby locked inside."

I was with the family when the little brother, Pablo, sickened and died of malnutrition and dehydration. Even though it was sad, Hermalinda knew Pablo had been ill too long ever to be normal. Besides, his death meant that bright, alert Sonia could go back to school.

A death of a young child, in any case, is no novelty. When we buried Pablo in a sandy grave on a nearby hillside, he was just one of three or four children who had died in the immediate neighborhood within a month or two.

I could go on. I want to just abbreviate here, and say that Hermalinda came from Ayacucho, which is a long journey from Lima, because there was no hope for her in the country. There, Hermalinda and her mother had a large share in growing and processing the food. Hermalinda's day included a stint of hoeing, planting, weeding, cultivating, and harvesting. She and her mother walked several miles every day to carry water. But Hermalinda had no choice. When she was 9 years of age, her mother said: "Well, why don't you go to Lima to live with your aunt? Then you could continue working and studying."

She tried to do that, but she only achieved the third grade. The last time I saw Hermalinda she had been obliged to find Sonia a job as a domestic servant. There is some hope. Sonia works mornings, and uses part of her $10 a month for her school expenses.

Thus, Hermalinda has solved Sonia's educational problem, but the solution is an individual one, not a change in the structures of a society and economy which force 10-year-old girls to go to work, and which continues the cycle of poverty from mother to daughter.

At this point, I would like to introduce into the record an article on women in India and an article entitled "Malnutrition Taking Bigger Toll Among Mexican Children," which you have as attachments.[1]

In Hermalinda's story, we have touched upon the key themes in the lives of most poor women in the Third World as they struggle to supply their family's basic human needs.

The key words are "education and training," "work and income," "health and nutrition," "human reproduction," "labor productivity," and "participation."

The key words illustrate how Third World women are already involved in exactly those sectors which the Congress wishes the U.S. development assistance programs to address.

The imperative to integrate women into the development process turns out to be not a product of American feminism, as some have implied, but grows organically out of the situation of poor women and

[1] See appendixes 4 and 5.

the needs of development. The everyday activities of the world's poor women intersect with a basic human needs approach.

This is not to imply that there has not been a tremendous upsurge of support worldwide for the incorporation of women as full partners and beneficiaries of development, including strong resolutions passed at the U.S. National Women's Conference last November in Houston.

I should like also to make a set of these resolutions a part of the record.[1]

The realization of women's potential has also grown in the donor community at large, evidenced by the proliferation of women in development offices, committees, training centers and programs, national and international.

Moreover, experience has shown that women in even the most backward areas, to our way of thinking, are ready to make progress.

Everywhere there are women leaders shrewd enough to make changes without offending their own cultural norms. It is often simply a question of consulting them, and letting them guide us in helping them go where they wish to be.

In such situations, women experts and consultants, women survey designers and project managers, and women researchers have obvious advantages.

In this connection, the Office of Women in Development hopes to have a full-time Women in Development officer in each AID geographic and central bureau, as well as persons with women in development as a major concern in each AID mission. And this is not so at the present time.

We also need women in development as experts and technicians to serve on AID design teams.

Now I can either touch briefly on the second question which, if the committee does not object, will take me exactly 14 minutes, or I can skip over, and tell you something about the women at the Development Office and what we are doing. What is your wish, Mr. Chairman? Shall I touch briefly on the second question which is on the subject of "Why Not More Progress?"

Mr. FRASER. We will leave it to your judgment, but we recognize that we want to have enough time for questions after everybody has testified.

Ms. CHANEY. I am going to abbreviate very much on the subject of "Why Not More Progress?" I am going to just say five sentences about this then.

For one thing, oftentimes, as industries modernize and more sophisticated machinery replaces the labor-intensive methods of early manufacture in textiles, leather and softgoods, women who were first hired are eased out.

For another, recent studies show that because of the scarcity of jobs in the capital-intensive modern industrial sector, men compete for the best jobs in the traditional labor market, putting even more pressure on the women to move down the scale in the competition for casual employment.

Often, women do not benefit from projects designed to assist farmers because Western development experts simply assume that farmers are male even in areas where women grow most of all or the food.

[1] See appendix 6, p. 124.

Lack of progress also may be attributed to the fact that historically, the development establishment has been male. And despite efforts to do so, AID has not made as much progress as the Agency had planned in incorporating women into senior and midlevel policy positions within AID.

I do not want to imply that many male officials are not also cognizant of women's desperate struggle for survival in the Third World. However, it is only natural that the "women issue" right now simply is more salient to women, particularly to those women who want to be involved in development because they have studied or had experience working with women in the Third World.

For example, we have a whole new generation of younger women with degrees in comparative fields, agricultural economics, agronomy, and rural development and/or with Peace Corps service.

We have an older generation of women with years of experience in extension work, many of whom have gone far beyond the boundaries of conventional home economics toward creative innovation in rural development. Both types need to be recruited with greater vigor by this and other development agencies. Our agency and others need to recruit women with greater vigor.

In short, in terms of the opportunities and potential, our small staff and budget are inadequate.

I make this statement aware that the Agency position is that, of course, this is part of the overall budget and personnel constraints affecting not only our Agency, but, in general, the Federal bureaucracy.

I am going to skip to page 19, and in staccato fashion, I am going to tell you, in conclusion, some of the things that our office is doing.

First, we are working on the draft of the congressionally mandated report which is described in detail on page 19. The final report will be ready by June 30. The report assesses the progress being made by the Agency and others in gathering aggregate statistics on women, compiles information on women-related projects, and assesses the impact of overall AID efforts on integrating women into development.

Let me conclude with a quick résumé, picking up, again, the key concerns which have run like a refrain through this testimony. They are the concerns which grow out of the lives of the "Hermalindas," the poor women of the Third World; they are the same concerns underscored by the Congress in the "New Directions" legislation.

The Women in Development Office has chosen a number of well-defined projects and activities which respond to targets of opportunity in several of these priority areas, and which complement and reinforce Agency efforts.

First, education, training, and research aspects: Our education and training emphases focus strongly on the education and training of girls and women in the Third World.

We also need to increase the numbers of women participating in AID-sponsored training, both overseas and in the United States.

Second, the education and training priority means educating ourselves. We have been collecting the source materials and small studies on women in development which illumine the aggregate data, and tell what is behind it.

We are building up a small library of information, and contributing to development publications, newsletters, social science, and other conferences.

Educating ourselves also includes the aim of weaving the women in development theme into all Agency training.

Third, education includes support for small studies to help us understand and interpret the meaning of aggregate data and statistics on women. This is all spelled out on pages 22 and 23.

Second, work and income, the needs and the constraints on women's work and access to income.

A bibliographic search of the literature on the woman-based household has just been completed for the Women in Development Office. One of the authors, Dr. Nadia Youssef, is in Paris with Ms. Fraser to talk about her conclusions and recommendations for going further in this research area.

We are also interested in all kinds of employment and income-generating activities for women.

Third, another priority area is health and nutrition. These questions touch again on the crucial role of women in agriculture and rural development. We need a range of projects to assist women in those regions where they grow the domestic food supply, and to support their increased participation in cash-cropping. We also need to reinforce women's role in marketing.

The Women in Development Office recently sponsored a Women and Food Conference at the University of Arizona. A series of project proposals already are beginning to take shape related to women's role in food production, processing, storage, and marketing.

Fourth, human reproduction: Our office is particularly interested in supporting projects and studies which explore alternative roles to motherhood, including the relation of education and income-producing activities to fertility.

Fifth, labor productivity and technical assistance: The whole field of household and small farm implement technology, appropriate technology for women, is of great interest to us.

Finally, participation: Because we mention this priority last, this does not mean that we consider it less important than the other concerns mentioned here. Indeed, work with women's organizations might turn out to be the most developmental of any activity the Agency would engage in. It is our conviction that development problems will not be solved by individuals, but by groups at the local level.

The Women in Development Office intends to move forward vigorously in the coming months on several fronts, collaborating not only with women's organizations who want to develop their own overseas service programs, but with others who want to work on increasing awareness of the situation and the problems of women in the Third World.

Rather than end with a long summation in what already is a long statement, I only ask you to remember my friend, Hermalinda. She only asks for the means to work to help herself and her children.

Thank you.

Mr. FRASER. You mastered that long statement very nicely.

[Dr. Chaney's prepared statement follows:]

PREPARED STATEMENT OF E. ELSA CHANEY, DEPUTY COORDINATOR, OFFICE OF WOMEN IN DEVELOPMENT, BUREAU FOR PROGRAM AND POLICY COORDINATION, AGENCY FOR INTERNATIONAL DEVELOPMENT

My name is Elsa Chaney, and I am Deputy Coordinator of the Office of Women in Development at A.I.D. I am testifying today on behalf of the Women in Development Office and for the Coordinator, Arvonne Fraser. Unfortunately, she cannot be here today because she is at an international women in development meeting. Tomorrow and Friday, the Development Assistance Committee of the Organization for Economic Cooperation and Development in Paris is holding an informal meeting on the role of women in development. Representatives from women in development offices in Canada, Japan, France, Germany, Switzerland, Sweden and Australia will present papers, and other countries as well as United Nations organizations are represented. Mrs. Fraser asked me to convey her regrets and to request that a report on that meeting which she will submit on her return be made a part of the record of these hearings. We both are grateful for the privilege of testifying today.

I have several attachments, in addition to Mrs. Fraser's report, that I should like to submit with my remarks. With the Committees' permission, my oral statement will be an abdridged version of a longer statement.

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The Honorable Chairmen, Members of the Committees, Ladies and Gentlemen:

During the past several years, there has been a growing concurrence in the development community, among academics associated with development, and in the U.S. Congress, that U.S. bilateral assistance should be directed towards fostering equitable growth and the alleviation of poverty in the Third World. Under the "New Directions" mandate, the Agency for International Development has been attempting to turn its programs, projects and activities towards assisting the world's poor majority.

A letter from your Committees to A.I.D. Administrator John J. Gilligan asked us to do four things today. First, to explore the implications for women in development of the "New Directions" mandate. In this connection, we have been asked to comment on whether the women in development idea is a product of American feminism and to what extent its export might be "imperialistic" and thus offensive to host governments. Second, we have been asked to assess how and why past foreign aid policies have, at times, had negative -- or at best neutral -- results. Third, we are invited to outline what the Women in Development Office is accomplishing in a positive sense, and finally, to make some proposals for strengthening women in development programs and projects in the Agency for International Development.

In relation to the "New Directions" mandate, perhaps the most obvious fact to underscore is that women are not just a small "target group," but one-half the people in the developing world, and more than one-half of the

poor majority. Yet, as A.I.D. Administrator John J. Gilligan recently observed, the role of women in development has been largely neglected. This is so even though women everywhere are intimately involved in the production and distribution networks which supply their own and their families' basic human needs. As Governor Gilligan also points out in the same address, "it may well be women, not men, who will be the decisive force in seeing to it that the world's poor have enough to eat, drink clean water, eat nourishing food, live to adulthood and become literate." [I should like to ask that this address be made part of the record.]

Rather than simply recite what women already contribute to their society's basic needs and how they can be assisted to contribute more, I should like to talk about my friend, Hermalinda. I wish that this courageous woman who never complained or asked me for anything could be here to testify in my place. Her problems and her potential contribution to development touch upon the situation of all women of the poor majority.

Hermalinda is a domestic servant in Peru, part of the great wave of rural migrants not only flooding into the metropoli of their own countries in the past 25 years — but crossing international boundaries. Peruvians and Bolivians go in large numbers not only to Lima and La Paz, but to Los Angeles and San Francisco. One million Colombian peasants have crossed the long, permeable border between their country and Venezuela, and an estimated 300,000 Colombians have settled in the greater New York City area, 50,000 in Chicago as well as smaller groups in such unexpected places as Central Falls, Rhode Island and El Paso, Texas. Hermalinda is one of millions of the world's rural poor on the move — looking for work, looking for education, looking for a better life.

I met Hermalinda in a church yard in early 1975 when I was in Peru doing a study of poor women -- domestic servants, street sellers, market women and factory workers. Most of them were migrants. A large percentage were the principal providers for their households -- there was no adult male present. Often their children worked. Estimates are that one-third of households in the developing world are headed by women alone, as men migrate from the rural areas in search of jobs in mines, plantations, oil fields and cities or as women themselves leave the countryside. A study of migrants to Lima by John Macisco, a sociologist, shows that one-quarter of the women 35 years of age or older in his sample came to Lima without husbands but with one or more children.

Hermalinda came hoping the church's day care center would take Pablo Bernaldo, her youngest child. But there was no room. I went home with Hermalinda -- climbing up the sandy hillside to a reed hut without a roof. The house was a half-hour's hike from the highway to Ciudad de Dios, "City of God," a barriada [marginal settlement] near Lima. There is irony in the name -- Ciudad de Dios has not a single blade of grass, a tree or a flower. All is sand.

We talked that day and many times afterwards. Hermalinda had three children, all by the same father who also has another family and does not live with her. She gets up at 5 a.m. -- her patrona gave her a transistor radio to hear the time -- to set out on her one-hour bus journey to a beautiful suburb of Lima, Monterrico, where she earns the equivalent of a dollar a day. There is more irony here: "Monterrico" means literally "Rich Mountain."

Hermalinda has no clock, no refrigerator, only one bed, a rickety table, a couple of chairs and a two-burner kerosene stove. There is no electricity. The junta de vecinos [neighborhood association] is collecting quotas for the installation of electric lines (the Lima Light and Power Company only supplies the electricity), but Hermalinda neither has time to get to the meetings nor money for her assessment. She belongs to no organizations or associations.

Hermalinda dresses herself and gets Carlos, her 7 year-old, ready for school. She must leave Pablo, the 18-month old sickly son, in the care of Sonia, the eldest of her children. She and Carlos wash from water out of a barrel, delivered weekly at a cost of 7 soles (about 25 cents). The family drinks the barrel water and washes the clothes from the same supply. There are no sanitary facilities of any kind. I leave it to your imagination what this means when I tell you that thousands of people live in Ciudad de Dios.

Sonia was nine years old when I first met her mother. She was repeating first grade for the third time, because she had to stay out of school to care for her youngest brother. Hermalinda would lock them in the reed hut because "there are evil men around the barriada." It always struck me that reed was not much protection for a young girl. Hermalinda does not get back home until 8 or 9 o'clock at night. She told me once that as she runs after her patrona's children, "I often see in my mind my own house burning up, and Sonia and the baby locked inside."

Sonia is bright, alert. I was with the family when the little brother Pablo sickened and died of malnutrition and dehydration. Even though it was

sad, Hermalinda knew Pablo had been ill too long ever to be normal. Besides, his death meant that Sonia could go back to school. A death of a young child, in any case, is no novelty. When we buried Pablo in a sandy grave on a nearby hillside, he was just one of three or four who had died in the immediate neighborhood within a month or two.

The father of Hermlinda's family is not a bad man. He comes to help when he can. But a casual construction laborer does not have much money to stretch between two families. During several months after he fell from a scaffold he had no money either for his regular compañera [common law wife] and five children, or for Hermalinda.

After Pablo's death, Hermalinda determined to have no more children in order to give Sonia and Carlos more chance. In the past, she used contraceptives -- the only maid in my fifty case studies of domestic servant-mothers to have done so. But a month's supply of pills cost the equivalent of $1.60. Still, Hermalinda and others would limit their families if they could be sure they did not need children to earn cash or to provide for their parents in their old age -- and if they had safe and reliable contraceptives they could afford.

The last time I saw Hermalinda on a return visit to Peru 18 months ago, Sonia was still in school. But Hermalinda has been obliged to find Sonia a job -- also as a domestic servant. There is some hope -- Sonia works mornings and uses part of her small earnings (the equivalent of $10 a month) for her school expenses. Thus Hermalinda has solved Sonia's educational problem, but the solution is an individual one, not a change in the structures of a society and economy which force ten-year old girls to go to work.

Would Hermalinda have been better off had she remained in Ayacucho, her province, two days and two night journey by bus and one day by horseback? There until she was nine years old, she and her mother had a large share in growing and processing the food. They spent many arduous hours in grinding, storing and curing. According to the season, Hermalinda's day included a stint of hoeing, planting, weeding, cultivating and harvesting. She and her mother walked several miles every day to carry water. But Hermalinda had no choice. Her parents could not afford to buy her notebooks and school supplies so at the age of nine she went off to Lima with an aunt in order to work as a domestic servant "and to see if I could continue studying and working." She took the only road open to her — the one to the city. But she never got beyond third grade.

[At this point, I would like to introduce into the record two articles on women in other world areas: one on women in India by Herbert Rowen, the Washington Post, December 4, 1977, and an article on Mexico's women and children by Alan Riding, The New York Times, March 6, 1977.]

In Hermalinda's story we have touched upon the key themes in the lives of most poor women in the Third World as they struggle to supply their family's basic human needs. Whether they live in the rural areas or the urban slums, their incomes and work opportunities lag behind those of men — although in absolute terms, males do not have many options either. If there has to be a choice, boys are given the chance at education; the gap between literate women and men in the developing world has widened in the past decade. Women do not have access to adequate nutrition and health care for either themselves or their families. Neither they nor their partners have safe and cheap contraceptives. They have no time to organize themselves because

all their energy goes into solving the more immediate problem: will my children eat today? Often they face their struggle alone without a male companion. And in the face of inadequate changes in the social and economic structures, the cycle is repeated. Hermalinda, now 29, became a domestic servant at 9 years old; Sonia, her daughter, has followed in her footsteps at 10.

The key words are education and training, work and income, health and nutrition, human reproduction, labor productivity, participation. These key words illustrate how Third World women are already involved in those sectors which the Congress wishes U.S. development assistance to address. The imperative to integrate women into the development process turns out to be not a product of American feminism, as some have implied, but grows organically out of the situation of poor women and the needs of development. The everyday activities of the world's poor women intersect with a basic human needs approach.

As economist Ester Boserup puts it,

> To integrate women in the development process is of vital importance for the chances of economic success. Not only does the over-all development effort suffer if the potentials of the female labor force are neglected, but women, children and family life as a whole are subjected to unecessary strain and stress.
>
> Since the productive use of human resources, male and female, is the key factor in development, much more attention should be given to the role women play — and the role women could be playing — in development [Integration of Women in Development: Why, When, How, U.N.D.P., 1975].

This is not to imply that there has not been a tremendous upsurge of support worldwide for the incorporation of women as full partners and

and beneficiaries of development, including strong resolutions passed at the U.S. National Women's Conference last November in Houston. [I should like to make a set of these resolutions a part of the record.] Not only is there a growing constituency for the incorporation of women in development in the U.S., but the realization of women's potential is growing in the donor community at large, evidenced by the proliferation of women in development offices, committees, training centers and programs initiated by national governments (in both the developed and developing world); the U.N. system and its regional arms, the European Economic Community and the O.E.C.D.; private voluntary agencies, church groups, and the like. A.I.D. can claim a modest share of credit in having been first in such an effort, and in having perhaps set an example for others to follow. Our Women in Development Office was organized in 1974, responding to an amendment the previous year (Section 113, the "Percy Amendment") that U.S. foreign assistance "be administered so as to give particular attention to those projects, programs and activities which tend to integrate women into the national economies of developing countries, thus improving their status and assisting the total development effort."

Along with the worldwide interest in the integration of women in development goes a muting of the fear that too much attention to women's status might be offensive to host governments in certain countries where legal or religious proscriptions limit women's activities. Dr. Mae Rihani, just returned from a U.N.D.P. Mission to seven Arab countries, reports much interest everywhere in improving women's position.

Societies in the developing world quite rightly want to preserve their own cultural values; sometimes the tradeoffs between development gains and loss in traditions is so difficult to balance that countries are tempted to turn their backs on modernization altogether.

Yet once having chosen development, modernization, national liberation, or whatever the leaders choose to call it, nations cannot escape the fact that their societies change in fundamental ways. In the long run, the fabric of cultures and the unity of families will be even more seriously torn asunder if the male part of society attempts to enter the 20th century, leaving most of the women to live under the restrictions of the previous era. It is not only educated men who do not want "ignorant village women" for wives...for that is how they come to perceive them. A U.N. study documents the same problem even among relatively uneducated migrant workers who reject their traditional wives after even brief stays away from their villages.

Moreover, experience has shown that women in even the most "backward" (to our way of thinking) areas are ready to make progress. Everywhere ther are women leaders shrewd enough to make changes without offending their own cultural norms. It is often simply a question of consulting them and letting them guide us in helping them go where they wish to be. In such situations, women experts and consultants, women survey designers and project managers, and women researchers have obvious advantages. In this connection, the Office of Women in Development hopes to have a full-time Women in Development officer in each A.I.D. geographic and central bureau, as well as persons with women in development as a major concern in each A.I.D. mission. We also need women in

development experts and technicians to serve on A.I.D. design teams.

Women and Development: Why Not More Progress?

Concern with women in development surfaced chiefly in the 1970's; if a beginning could be assigned to a process which has arisen spontaneously and simultaneously in many parts of the world, it would probably be the publication of Ester Boserup's Women and Economic Development in 1970. Progress, measured in absolute terms, has been modest. Sometimes the effects of development on women have been negative; sometimes women have been simply left aside in development projects which have neither improved their status nor harmed it -- they have simply been irrelevant.

For example, oftentimes as industries modernize and more sophisticated machinery replaces the labor-intensive methods of early manufacture in textiles, leather and softgoods, women who were first hired are eased out. The same thing happens in rural areas where tractors, cultivators, harvesters and other large farm implements are introduced. In much of the developing world, recent labor force surveys show relative drops in the numbers of women employed in the industrial manufacturing sector, while there are relative increases in numbers of women the casual or informal labor market where jobs carry little security and pay low wages.

Many women in the developing world -- particularly migrant women -- find employment in the traditional urban labor sector as domestic servants, street sellers, market women, prostitutes and, in Asia, as casual construction workers. Studies show that women not only start out in a narrow range of low-paid, low-prestige jobs, but they tend to remain there. Male migrants have more job opportunities, and they have greater job mobility. Indeed, recent studies show that because of the scarcity of jobs in the capital-intensive modern

industrial sector, men compete for the best jobs in the traditional labor market, putting even more pressure on the women to move down the scale in the competition for casual employment.

While many women are migrating to the cities -- indeed, in some age groups, female migrants now outnumber males, reversing earlier trends -- most poor women live in rural areas. Here they also often experience the negative aspects of development. For example, as many documents and international conferences have now pointed out, women often do not benefit from projects designed to assist farmers because Western development experts simply assume that farmers are male even in areas where women grow most or all of the food. Women often are barred from owning or inheriting land, obtaining credit or receiving agricultural inputs from development programs. Even when they are left behind on the family plot as their men migrate, women may find their situation difficult because control over economic resources and land will be left in the hands of the male relatives who do not migrate.

Lack of progress also may be attributed to the fact that historically the development "establishment" has been male -- and despite efforts to do so, A.I.D. has not made as much progress as the Agency had planned in incorporating women into senior and mid-level policy positions within A.I.D. There is no need to dwell upon the constraints our and other Agencies face in terms of Civil Service Regulations and Agency reorganization, linked to a hiring freeze. Both women and minorities have suffered. Nevertheless, this certainly is an area in which the Agency has honestly admitted that more progress should be made.

We do not wish to infer that all women officials necessarily are conscious of women's situation and the needs in the developing world -- nor that

many male officials are not fully cognizant of women's desperate struggle for survival in the Third World. However, it is only natural that the "women issue" at this stage simply is more salient to women, particularly to those women who want to be involved in development because they have studied or had experience working with women in the Third World. We have a new generation of younger women with degrees in comparative fields, agricultural economics, agronomy and rural development and/or with Peace Corps service. We have an older generation of women with years of experience in extension work, many of whom have gone far beyond the boundaries of conventional home economics toward creative innovation in rural development. Both types need to be recruited with greater vigor by this and other development agencies.

It would be less than fair to suggest that this situation exists only at A.I.D. Indeed, in comparison to many other agencies, in relative terms the Agency has been generous in its support for women in development efforts, providing a small staff and budget for a Women in Development Office and support for a range of innovative and promising projects and programs in its various bureaux. Later on this year, the Women in Development Office will be describing these efforts in a special report mandated by an amendment (Section 108[b] to Section 113 of the International Development and Food Assistance Act of 1977. Our recent move to the Bureau of Program and Policy Coordination is promising, and we have found there, in general, open minds, genuine interest and even enthusiasm for women in development. We are optimistic about the prospects for having input where Agency policy is made so that women in development becomes a central policy and program concern, rather than having a voice only at the review stage when projects are already designed. Yet in terms

of the opportunities and potential, our small staff and budget are inadequate. This is, of course, part of the overall budget and personnel constraints not only affecting our Agency but general in the Federal bureaucracy.

We turn now to the final section of this testimony: what we are doing and how programs and projects related to women in development could be strengthened.

Women in Development at A.I.D.

The aim of the Agency's women in development programs — and of the Office of Women in Development — is to assist in alleviating the poverty of the "Hermalindas: of the Third World — and in breaking poverty's vicious cycle. Ms. Fraser and our office provide policy and program guidance, assist in formulating Agency strategy, review Agency progress, support research, and disseminate information on the role of women in development.

We should underscore, however, that our strategies are based upon helping women to help themselves. A "turn" towards a basic human needs approach does not imply a gigantic welfare program on a world scale. Built into the basic human needs concept as we understand it is the idea that development assistance should help the poor by increasing capacity through learning and training; fostering labor-intensive economic activities to provide more income-earning opportunities; increasing productivity through the introduction of appropriate technology, credit and other inputs; improving health and nutrition so that people have the energy to work; giving people control over their reproduction, and preparing people for greater participation in organizations and associations so they can control the resources and decisions affecting their lives.

The key words, once again, are education and training, income and work, health and nutrition, technical assistance, human reproduction, labor productivity, participation.

There are, however, no neat formulae for translating these concerns into participatory programs and projects for women. Every country and region -- indeed, every village and community -- must find its own way. This means that policy on women in development must be flexible, adapting to local situations as they currently exist, identifying opportunities for constructive change, making allowances for inevitable miscalculations, and taking both a short and a long term view.

In some societies, for example, the teaching of sewing, handicrafts, child care and nutrition may be assigning women to the home and sex-segregating economic activity (or, as Adrienne Germain, an officer at the Ford Foundation has suggested, reenforcing mothering roles even where agencies and governments are concerned about reducing population growth). In other societies, these activities may be important steps in overall development.

There has been a good deal of debate on this point: whether all development programs should be "women-inclusive," that is, automatically include include women as one-half the target population, or whether there should be some "women-specific" projects where women are the primary, although not necessarily the exclusive, participants and beneficiaries. For example, a program to increase women's cash-earning opportunities or to give women credit obviously benefits their families, too.

We believe the argument is an artificial one. In the long run, there appears to be fundamental agreement among most of the development community that the end goal must be full incorporation of women as equal

partners at each level of the development process: in overall policymaking, in project design and implementation, and as beneficiaries of development. This includes the incorporation of local women in the developing countries at each step.

However, unless a significant number of women-specific projects are included in the total program, we fall into what we call in our office the "women walk on roads" syndrome. That is, some developers claim projects to build roads are women's projects because, women, after all, walk on the roads. It is not that simple. Certainly most of those who favor giving a special impetus to women's programs and projects have no desire to foster or reinforce separatism, they simply recognize what experience has taught us. Women are overlooked if their need to catch up — educationally, economically, politically -- is not explicitly addressed.

Once again, we do not believe there are formulas — we will need to move ahead on several tracks. Every project should be designed to include women. The "impact statement" — the requirement that each project and activity be examined in terms of its effects on women -- can be, but often is not, an indication that consideration of women has been a major factor in designing the project. Unfortunately, such a statement often is added on as an afterthought. Indeed, sometimes it is simply "boilerplate," lifted from another project paper.

Thus other strategies become necessary. These include the women-only or women-specific projects already discussed, and the add-on or women's component in a larger project. For example, in agricultural projects, we may look at women's role in food production of in cash cropping, and devise women's women's components to make sure that women who raise food are not displaced;

that they benefit from training programs in their countries and in the U.S.; that extension workers deal with women as well as men, and that appropriate technology, agricultural inputs and credit also reach women.

Still another possibility is the integrated project. This goal is now largely a dream, not a reality. We do not believe we know enough in most places to put together a large, integrated development project — much less one which takes into account what women do in the region and how their situation can be improved in several interrelated areas of life and activity. These projects take a long time to design and a long time to carry out. They require intimate and extensive knowledge of all the factors involved in the community and the delineation of a set of goals and criteria for evaluation.

Does this mean that women in development projects are, by implication, small projects? Yes, in the sense that they often involve small amounts of money, are labor intensive, and are carried out at the village level. No, in the sense that a large number of small projects can add up to a large project, making them more economic to administer. For example, a credit project in Upper Volta in our Africa Bureau — the one Mrs. Fraser currently is presenting with its manager, Dr. Carolyn Barnes at the O.E.C.D. meeting — in 60 small projects in 60 villages involving loans of $2,000 to $4,000 for projects which village women s organizations have themselves identified as important to them: a farm-to-market cart; an electric grinding mill; inputs for communal gardens and fields. [I would like to add a 2-page description of this project to the record.]

This kind of project illustrates what we have been told by Third World women themselves who have participated in two recent consultations sponsored by our Women in Development office. (Reports on these meetings

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with Third World Women -- one at Houston on women's organizations and women's education, and a second at the University of Arizona on women and food -- will soon be available.) They say that what women need and want is assistance in putting together small projects, getting the project proposals written (this is supposed to be getting easier), getting them funded, and getting the technical assistance to help carry them out. "We know what our needs are," is the refrain. "But we lack just a few hundred or a few thousand dollars for technical assistance, for training, for organizational work, for a vehicle -- to make our projects work. Often women do not want a gift, but a loan.

Strengthening Women in Development Programs

Last year an amendment (Section 108[b]) was added to Section 113 of the International Development and Food Assistance Act, requiring the President to submit, within one year (by August 3, 1978) "a detailed report on the impact of U.S. development assistance on the integration of women in the developing economies of recipient countries. The report is intended to provide Congress with comprehensive information with which it can more adequately review and evaluate A.I.D.'s efforts and plans to implement the revised Section 113."

The report is required to include detailed information in three broad categories:

1--an evaluation of progress toward developing an adequate data base on the role of women in the national economies of recipient countries;

2--a comprehensive description of programs, projects and activities undertaken or anticipated by A.I.D. in its efforts to carry out the provisions of Section 113, and

3--a thorough evaluation of the effectiveness of these efforts, including (but not limited to) impact on the incomes, productivity and literacy of women, and the level or extent of their participation in the development process.

The Women in Development Office is working on a draft of this report; the final will be ready by June 30. The report assesses the progress being made by the Agency and others in gathering aggregate statistics on women's migratory status and the incidence of women as principal providers("female-headed households"); their participation in productive work; women's incomes; their literacy and numeracy; female fertility, and the level and extent of their involvement in the development process. As well, the report evaluates information gathered by anthropologists and others carrying out small, pointed

studies on women in developing countries.

The Women in Development Office is using the report to Congress as an opportunity also to make some progress in data collection. Three sessions on social indicators related to women have been aimed at identifying key indicators on women's status and economic productivity and to get these statistics into the Agency's data systems. The Office is working with the Population Office's project to strengthen the capabilities of national statistical personnel in developing countries and to see that more information on women is collected and reported in the 1980-85 censuses.

The Women in Development Office also is working with the Agency geographic and other bureaux and missions in compiling women-related projects. The report also will describe the Women in Development Office's own projects and programs. Finally, the report will assess the impact of overall A.I.D. efforts on integrating women into development.

I should like to conclude with a resume of our women in development programs, picking up again the key concerns which have run like a refrain through this testimony. They are the concerns which grow out of the lives of the "Hermalindas," the poor women of the Third World; they are the same concerns underscored by the Congress in the "New Directions" legislation. The Women in Development Office has chosen a number of well-defined projcts and activities which respond to targets of opportunity in these priority areas and which complement and reenforce Agency efforts.

-Education, Training and Research. This priority has several

aspects. First, our education and training emphases focus strongly on the education and training of girls and women in the Third World. We do not mean building schools only, although completion of a women's dormitory in Afghanistan will mean that women who could not have enrolled in the university soon will be able to do so. We do mean helping nations and communites solve the multiple problems of illiteracy and ignornance through providing information and technical assistance both for formal and non-formal education; helping with relevant and useful instruction materials; figuring out ways to extend primary education to remote rural areas for both girls and boys, and to make sure that girls enroll and stay in school. As Kathleen Newland has pointed out, the classroom for many women is the only context in which they can achieve a sense of worth and identity that does not come from their roles as wives or others or daughters:

> Education confers status in its own right, and may also give a woman access to prestigious activities that rival childbearing in their ability to secure an approved place in her social universe. In an Indonesian village recently a young woman with only one child [was selected by the village women despite her youth and inexperience] as head of the local women's organization in a community where advanced age and high fertility were revered, because she was the most highly educated among them. This particular woman seemed to have circumvented the large-family route to a position of respect in her community ["Women and Population Growth: Choice Beyond Childbearing," Worldwatch Institute, 1977].

We also need to increase the numbers of women participating in A.I.D. sponsored training, both overseas and in the U.S. If we had funds, we would extent this concern to programs designed to reach the foreign student woman with women in development concepts and goals. Overseas women are coming in increasing numbers to U.S. campuses, and they are future leaders of their own countries.

Second, the education and training priority means educating ourselves. We have been collecting the source materials and small studies on women in development for dissemination to A.I.D. missions, private voluntary organizations and other domestic and international groups interested in the women in development issue. We are building up a small library of information useful in issue identification and project design, as well as attempting to introduce women in development concerns through contributing to development publications, newsletters, social science and other conferences, and through participation in various international meetings which focus the world's attention on crucial problems. For example, Ms. Fraser and I regularly participate in workshops and meetings such as (during the winter/spring of 1977-78) the International Studies Association, the Rural American Women Conference, the National Women's Conference in Houston, the Alternatives to Growth/Club of Rome meetings, the Latin American Studies Association, the Council on Foreign Relations Study Group on International Migration, as well as lectures at universities including Iowa at Ames, New Mexico at Albuquerque, Massachusetts at Amherst, Minnesota, Cornell, Tulane, Texas Tech and Northwestern. A Women in Development exhibit has been shown at the Women's Conference in Houston, at the International Development Conference in Washington, D.C., and as part of "Ethnic Heritage Week" by the U.S. Office of Education. It now is slated to be shown at several area shopping malls to inform the general public about women's situation in the Third World and to help build a constituence of persons interested and concerned about foreign aid. We should like to construct other exhibits -- one to raise consciousness on the lives of young women and girls across the world for

the U.N. Year of the Child in 1979. A publication resulting from interviews conducted by Perdita Huston of women in six Third World countries will be published shortly by the Overseas Development Council.

Educating ourselves also includes weaving the women in development theme into all Agency training. We could do much more in informing Washington and mission staffs on women in development concepts through incorporating women in development elements in the regular Agency training programs.

Third, education includes support for small studies to help us understand and interpret the meaning of aggregate data and statistics on women. Most of what we know about women, until now, has come either from census data or as a by-product of population and labor market surveys. Knowledge of local traditions, laws and economic conditions of women is necessary to design programs and projects.

In this connection, the Women in Development Office has sponsored two meetings (and has several others planned) bringing together university researchers, both Third World and U.S., development experts and others in order to identify the gaps in existing research, to exchange information on how to make research more relevant for project planning, and to coordinate reserach efforts in order to avoid duplication. Such studies should be carried out by local researchers where possible, and opportunities to exchange by region as well as internationally are needed. These exchanges need not always be through conferences; we are interested in finding ways to retrieve and store the studies already done (many are valuable, but remain unpublished); develop rosters of possible researchers and project consultants, and put those engaged in action-oriented research in touch through newsletters.

Some of the kinds of micro studies we already have underway or hope to encourage deal with the effects of migration on families and the extent and impact of the woman-based household in developing economies; on the constraints on education of girls in developing countries, a project intended for the 1979 Year of the Child; a study of the correlation between formal and non-formal education, and women's participation in development, in the labor force and in government; a project on the legal rights and obligations of women, particularly in relation to their economic participation and control over resources and money, access to credit, and rights to inherit and hold land. Such information is critical in cases where land reform schemes may unintentionally deprive women who have usage rights but not title to communal lands. A three-country study to develop a methodology for identifying the roles and responsibilities of rural women in Kenya, Nicaragua and Indonesia, which might be replicated by A.I.D. missions is nearing completion. Suggestions for more adequate data collection are expected from this study.

-Work and Income. "Women in Poverty" is the general title of two working conferences planned this year and designed to identify the needs and constraints on women's work and access to income. These efforts are sponsored jointly by our office and the Policy Development and Analysis Office of the Agency. A bibliographic search of the literature on the woman-based household has just been completed for the Women in Development Office; one of the authors, Dr. Nadia Youssef, is in Paris with Ms. Fraser to talk about her conclusions and recommendations for going further in this research area. We intend to issue shortly a

request for proposals based on the research priorities identified in this study.

We also are interested in supporting research and pilot projects on employment and income-generating activities for women. There are several small Agency projects in Asia and Africa to teach women vegetable gardening, automotive maintenance and carpentry, as well as more traditional "feminine" skills, and our office hopes to encourage many more initiatives along these lines.

-Health and Nutrition. These questions touch again on the crucial role of women in agriculture and rural development. We need a range of projects to assist women in those regions where they grow the domestic food supply and to support their increased participation in cash-cropping. Sometimes women already participate in the latter activity, but are forced out when the crops enter international commodity exchange since exporters and international financial institutions are not used to dealing with women. We also need to reenforce women's role in marketing. In many world areas, women form an efficient network for distributing fresh produce, and sometimes efforts to "rationalize" such distribution results only in the women being left out and more centralized marketing systems delivering less-than-fresh produce to the consumer.

A few studies of peasant women farmers have been carried out, several commissioned by the Agency in Peru, Nigeria and Kenya. Others are needed.

The Women in Development Office recently sponsored a Women and Food Conference at the University of Arizona which included Title XII representatives, A.I.D. mission and Washington personnel; food, nutrition

and development experts, and Third World women officials and students (49 of the latter of the 250 in attendance). A series of project proposals already are beginning to take shape related to women's role in food production, processing, storage and marketing.

We also need, in connection with the general questions of food and nutrition, to concentrate much more on the health problems of women. Generally the poor do not have good health -- and women have poorer health partly because they have dual health needs: general health as individuals and reproductive health needs. Ula Olin of the United Nations Development Program, recently returned from an observation trip to the Near East, observed that in much of the world women are malnourished, anemic and tubercular -- their health needs are a major problem not now being addressed. Since women almost always are the health care providers in their own families, information and access to simple health care is a necessity for women. We need more midwives and family planning workers trained in general health education and care.

The 1979 U.N./F.A.O. Conference on Agriculture and Rural Development will be another forum in which we hope to underscore, once again, women's contribution to agriculture and the related questions of nutrition, food and health.

-Human Reproduction. We are interested in supporting projects and studies which explore alternative roles to motherhood, including the relation of education and income-producing activities to fertility. Other aspects are the questions of maternal and child health as these relate to women's decision to limit their families when they know they have healthy children who will grow to adulthood. In this connection, the Women in Development Office is encouraged by 13 small projects funded

by the A.I.D. Population Office to explore determinants of fertility beyond the "availability" variable, as well as projects on alternative roles for women being carried out by the women's divisions of International Planned Parenthood and Pathfinder Fund.

-Labor Productivity and Technical Assistance. The field of household and small farm implement technology is one which is important, and there are several projects in the Agency which we hope may be expanded. In Upper Volta and Haiti, A.I.D. is experimenting with small grinding mills, cookers, ovens and pumps powered by the sun. Such resource-saving, productivity-increasing "appropriate technology" for women is of great interest to us, and we hope in the future to encourage more projects to develop and distribute the kinds of intermediate technology which can lighten women's burden.

There also is need to emphasize the introduction of technology so that women do not need to spend so much of their day carrying water. A U.N. report on women as water carriers quotes an expert who asserted that installation of bore wells in villages was not important for development since they "only help women." We need to counter that kind of thinking with studies and model projects to demonstrate the hours women spend in carrying water and to show how the time could be spent more productively.

The Women in Development Office will be participating in a form still to be determined in the U.N. Science and Technology World conference in 1979.

-Participation. The Women in Development Office will continue its efforts

to strengthen women's organizations, primarily those in developing countries, but also international women's associations and other private voluntary associations with potential to assist overseas women in developing their capactiy to participate in economic and political life.

Because we mention this priority last, this does not mean that we consider it less important than the other concerns mentioned here. Indeed, work with women's organizations might turn out to be the most "developmental" of any activity the Agency would engage in. It is our conviction that development problems will not be solved by individuals, but by groups at the local level. Support of and assistance to women's organizations may range from international organizations which provide training and information; national and local groups such as the Y.W.C.A. and the Girl Scouts/Girl Guides, to indigenous local groups identified by A.I.D. missions and private voluntary organizations.

The Women in Development Office intends to move forward vigorously in the coming months on several fronts, collaborating not only with women's organizations who want to develop their own overseas service programs, but with others who want to work on increasing awareness of the situation and problems of women in the Third World. In this connection, we plan to update and revise a Directory of Women's Organizations, first published by the Agency in 1977.

Rather than end with a long summation in what already is a long statement, I should rather only ask you to remember my friend, Hermalinda. She only asks for the means to work to help herself and her children. Thank you.

TECHNICAL ASSISTANCE

STRENGTHENING WOMEN'S ROLES IN DEVELOPMENT

UPPER VOLTA

TARGET GROUP:		Rural women in 60 villages (in four culturally distinct geographic regions) where female extension agents work.
OBJECTIVE	:	To enhance women's capacity — individually and collectively — to organize, manage and carry out productive activities; to institute a credit system to make these activities possible.
METHOD	:	Through making credit available for "micro projects," in the form of low interest loans (not more than $4,000 per activity).
SPONSOR	:	AID Mission Funds (FY 77: $300,000; FY 78: $367,000; FY 79: $389,000. TOTAL: $1,056,000)
DURATION	:	December 1980
CONTACT(S)	:	Dr. Carolyn Barnes, USAID, Ouagadougou Upper Volta

DESCRIPTION:

While the market economy is readily recognized, the human resources tied up in non-market activities frequently are ignored. The tasks within the non-monetary economy — including production for household consumption, household management and maintenance, and "human resource development," e.g. raising of children — are primarily women's work. Very often these tasks are so burdensome that women find it difficult to carry out other key non-monetary functions and to make any significant contributions to the market economy.

Introduction of work-reducing/time-saving intermediate technologies allows women to increase their effectiveness within the non-monetary economy and/or also allows them more time to engage in production in the cash economy.

"Micro-projects" are funded by low interest loans from revolving village promotion funds in 60 villages where extension agents work. The village women are fully involved in the decision-making and implementation of the projects, which include such initiatives as collectively-owned motorized grinding mills, collective poultry raising, individual gardening and collective fields. A training

component and an information system to monitor the results are integral features of the project.

The over-all project goal is to increase economic well-being of the people in the 60 villages through increases in family incomes, in health and nutrition, and in individual and group capability to solve problems, with equitable distribution of project benefits. Most of the projects are group projects because extension agents are too few to work on a one-to-one basis; there are only 95 female extension agents plus 9 coordinators; in contrast, the male field extension service totals about 1,500 employees.

RESULTS:

As the project has only just gotten underway, it is not possible yet to point to concrete results. It is anticipated that at least 85 viable micro-projects will be established in the 60 villages: 25 by December of 1978; another 30 by December of 1979, the final 30 by the end of 1980. At the same time, the 60 extension agents will be receiving training in organizational and technical skills, while the research and information system is developed. The project appears to have regional applicability as well as the potential for affecting foreign donor policies and programs.

OF NOTE:

- Under the traditional system, Voltaic women have no means of acquiring credit other than personal loans from family members or other women. The fact that the project depends upon a female extension agent trained in credit and production activities (as well as in traditional home economics) means that women now more easily gain access to the knowledge and technology they need.

- In most Voltaic societies, women grow crops as well as do the household chores; thus increased agricultural production means more nutritious food in the family diet.

- Women are attracted to women's groups as a means of gaining access to information and self-help assistance; most husbands seem to approve group endeavors because they take responsibilities and risks away from the family.

REFERENCES:

Project Paper
Briefing by Project Director

January 1978

Mr. FRASER. Our third witness is Dr. Dorothy Height.

STATEMENT OF DR. DOROTHY I. HEIGHT, PRESIDENT, NATIONAL COUNCIL OF NEGRO WOMEN

Ms. HEIGHT. Mr. Chairman, distinguished members of the subcommittees: I am Dorothy I. Height, president of the National Council of Negro Women, Inc.—a coalition of 27 national organizations with an outreach to 4 million women.

Founded 42 years ago when women had scarcely begun the struggle to become a functioning part of our own democracy, we in NCNW, as black women, feel peculiarly fitted to speak in behalf of the women of developing countries who, for the most part, are in the early stages of the battle to enter the social, political, and economic mainstreams of their societies.

The council has done extensive developmental work in the less developed sectors of the United States and has worked in cooperation with women in low-income countries, particularly in Africa, to assist their efforts enhancing their basic role in community and national development.

For many years I also directed programs in leadership training and racial justice of the National Board of the YWCA of the U.S.A. This multiracial, community-based organization of over 2 million members in the United States, has a long history of cooperative development efforts with women in 83 indigenous national YWCA's in all of the world's regions.

I would like to comment on the general questions, "Why support women in development? Why should half of the world's population be put into a category needing special assistance?" The answer is found in cultural patterns and traditions which, in most of the world, have assigned to this slight majority the status of a minority. And as we have learned in the United States, a large, undereducated, poor, and socially isolated minority is a drag on development.

My responsibilities with the National Council of Negro Women and with the YWCA have taken me to India, and various countries of West Africa, southern Africa, the Caribbean, and Latin America to work with and to observe women at work absolutely essential to the economy of their countries. In addition to their responsibility for feeding rural populations, which include most of the people in the developing world, women in some countries, as construction workers on highways and public buildings, are responsible for much of the infrastructure.

To see a mother wielding a pickax or pushing a plough while carrying her baby on her back is to behold at once a brake and a potential accelerator of development. Yet this work of women, which supports the economic structure, and its relation to population growth, is ignored in government planning ministries and certainly in community councils.

In much of the world there exist two societies, one male and one female. Policies and plans for the whole, made from the perspective of only one-half of the population, run the risk of being only half right. So it is when men are taught modern farming methods, only to pass on the information, secondhand, to their wives, who are the practitioners.

Of special concern is the plight of rural women who at best appear to have been ignored by development and at worst have suffered a deterioration in their levels of living as a result of recently introduced change processes such as the mechanization of agriculture.

A recent FAO—Food and Agriculture Organization of the United Nations—publication reminds us that:

> Every other woman in the world lives in the rural areas of developing countries. If the real key to economic development is people, if the most important resource of any nation is its men and women and children, surely women must have a fair share of the opportunity to make their contributions and to enjoy the benefits of development.
>
> What are the facts about the present conditions of women in the developing world. Here are a few:
>
> Women are responsible for 40 to 80 percent of all agricultural production in the less developed countries.
>
> Women are directly responsible for the health and nutrition of their families.
>
> Women are the first, and frequently the only, teachers of the young.
>
> Women are 50 percent of the partnerships that produce children and hence are critical to the planning and implementation of a population program.
>
> On the other hand, women in the developing world:
>
> Are by tradition, confined to the home and farm.
>
> Have unequal, if any, rights to land, property and credit.
>
> Are frequently malnourished, as are their children, and weakened by numerous pregnancies.
>
> Are predominantly illiterate, with rates of illiteracy much higher among women than among men.
>
> Every other woman in the developing countries frequently works as an unpaid farm laborer, yet seldom receives any agricultural training, benefits from co-operatives, extension, marketing or credit services.
>
> In addition to farm work, women spend long hours carrying water and gathering fuel, preparing food by laborious methods of hand labor, caring for children and maintaining a home.

Another serious difficulty in many areas is the fact that women often bear responsibility as head of the household because men have gone to cities and to nearby countries in search of employment. This is an acute problem in countries such as the southern African nation of Botswana where, at any one time, 80 percent of the adult male population is in South Africa working in mines or at other employment.

The problem, then, is more than a matter of simple justice. The impact of modernization on traditional divisions of labor is producing some wrong answers. Tentatively and painfully, the correction to this one is being made in some quarters by women themselves.

Their efforts have been creative, ingenious and in some cases have changed a community from one of abject poverty to a center of production. The key is to be found in the women's ability to take some control over their projects, to play a part in steering and managing them.

But their ability to do this has frequently depended on help from women's voluntary organizations aware of their problems, or from governments which employ women in their ministries or agencies who understand traditional cultural patterns. Such is the situation on the island of Vatulele, Fiji, where the tapa clothmakers are women. In 1976, they produced $18,000 worth of bark cloth. The men, who make copra—dried coconut meat—added $4,000 to the cooperative's funds but hold all of the decisionmaking posts. The women, with the help of a former woman member of Parliament, are mounting a campaign to change the imbalance.

The resulting decisions could be more supportive of development, as is the case, potentially, in the highlands of Papua New Guinea. Women there are responsible for almost all of the basic labor involved in growing food and caring for the animals. When coffee was introduced as a cash crop to spur development, the men were trained to cultivate coffee. But the women picked the crop. The men now have money to buy Australian beer, of which they are large consumers. The women feel they are squandering the fruits of their labor, which they want to put to more effective use. A woman, Jean Kekedo, now heads the village task force which is strenuously developing the women's right to be part of financial decisions and to share in the proceeds of their own labor.

The perspective and experience of women must be part of the guidance system for development. The focus of U.S. bilateral programs on assistance to women as a separate group needing special attention, and their integration into development of their countries should specify that the priorities and objectives of the women concerned will be determining factors in the kind of assistance offered.

Multilateral efforts through the Voluntary Fund of the U.N. Decade for Women are already showing the effects of having more women decisionmakers. The African Training and Research Development Centre for Women lodged in the Economic Commission for Africa has an impressive roster of women's development projects underway. The U.N. Asian and Pacific Centre for Women and Development has made application to the Voluntary Fund for well-planned projects for which the need has long been established. The U.S. contribution to the Fund will have considerable impact, but needs to be sustained in the future to assure the payoff on the investment.

Women, the secret weapon of development, are so far untried. And they are a double-faceted resource. Ample documentation suggests that education and jobs for women, so scarce in the developing world, are the key to solving the problem of making resources and people come out even. Possibly the reason this seemingly obvious fact has been so obscured is that most of those who decide how women should limit the size of their families, and why, are far away. When the number of their children hinders rather than helps them in the work they have to do and the role they have to play in the society, women do indeed manage to slow down the birth rate.

What do women need to improve their conditions? It is not enough to say that women are walking on the roads being built in their countries by outside assistance. It is not enough to say that women are crossing the bridges being constructed with assistance from donor nations. As women have their special needs growing out of decades of denial, they must have special attention paid to relieve these conditions of poverty and neglect.

The 5-year minimum goals described in 1975 during International Women's Year constitute a world plan of action that may be used as guidelines for action.

By 1980, we should be able to note:

A marked increase in literacy and civic education for women, especially in the rural areas.

Coeducational technical and vocational training extended to men and women in the industrial and agricultural sectors.

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Equal access to education at every level, compulsory education for all, and action taken to prevent school dropouts.

Increased employment opportunities for women, reduction of unemployment, and greater efforts to eliminate discrimination in the terms and conditions of employment.

Greater participation of women in policymaking positions at the local, national, and international levels.

Increased provision for health, education, sanitation, nutrition planning, and other welfare services.

Recognition of the economic value of women's work in the home, in domestic food production and marketing, and voluntary activities not traditionally remunerated.

Direction of formal, nonformal, and lifelong education toward the reevaluation of man and woman, in order to insure their full realization as individuals, as family members and in society.

The promotion of women's organizations.

The establishment of machinery within the Government for accelerating the achievement of equal opportunities for women and their full integration into national life.

Women do need support in development. And, to paraphrase the message of a distinguished African leader: Women want to be not only the beneficiaries of development, they want and must have a hand in shaping the processes of development.

Mr. FRASER. Thank you very much, Dr. Height.

We turn now to the last witness, Ms. Coralie Turbitt.

STATEMENT OF CORALIE TURBITT, PRESIDENT, INTERNATIONAL CENTER FOR RESEARCH ON WOMEN

Ms. TURBITT. Thank you, Mr. Chairman, and distinguished members of the subcommittees, I appreciate the opportunity to testify today on the matter of women and development before this joint hearing of the Development and International Organizations Subcommittee. I am the president of the International Center for Research on Women, which is a nonprofit corporation established to promote a better understanding of the roles of women in developing countries. I have spent considerable time in developing countries over the last 9 years, first as a Peace Corps volunteer in rural Kenya and most recently as the director of an AID-funded study taking place in three countries. My observations presented today have been made in the course of this work, and I hope I will be able to shed light on some of the reasons for the difficulties which have been encountered in the implementation of the congressional mandate dealing with the integration of women in development.

The Agency seems to have no clear definition of what is meant by "women in development." Operationally, some see it as being limited to women-only projects which usually means traditional domestic arts or else marginally profitable handicrafts production. Examples of such projects can be seen in Chad, Morocco, Tanzania, and Mauritania. Some see women as equal partners in contributing to development projects, such as donating labor to village improvement programs, but few people see women as equal beneficiaries of development programs—beneficiaries in terms of better income, better education, less drudgery, and increased productivity.

A second problem is that the male-dominated AID bureaucracy tends to think of women as a homogeneous minority group with special and separate interests, and they do not understand "what these women want." In short, women are not included in AID's functional definition of people; that is farmers, traders, users of technology, or as economic providers. This can be illustrated by an exercise that occurred last year when the Office of Policy Planning and Coordination drafted its agricultural development policy paper. The paper went to great length to analyze the needs of farmers, especially small farmers and the rural poor. Women were mentioned in a footnote stating that there was "considerable scope for increasing the contribution of women to agricultural production," but went on to discuss women in terms of their reproductive role. The mere existence of the footnote negates the possibility that women were included in the definition of farmers and rural poor. Fortunately, that draft of the paper was rejected after a series of discussions with congressional staff members and others in the Agency.

This failure to consider women as people, as opposed to mothers, brings up another problem in the implementation of a sound women in development policy. The lack of understanding of the issues may be traceable in part to the staffing patterns, particularly at the higher levels in Washington and in the USAID missions where there are few women officers. Women in development should not be confused with affirmative action, but it is undeniable that the qualifications of personnel have a great impact on the implementation of any policy—be it agriculture, population, or integration of women in development. Recently representatives of the major women's organizations concerned with development met with AID officials. The report of their discussions reveals the deepseated attitudinal problems of current staff as well as a catch-22 in AID personnel practices with regard to hiring new staff. Even when officials concede that more women officers are needed in the field, staffing cutbacks and normal hiring practices of the Agency severely hinder the hiring of new employees. I have a copy of the full report of those meetings which I would like to submit for the record.[1] It sheds considerable light on the nature and scope of the problems impeding progress on this issue.

While some sections and individuals within the Agency have recognized the centrality of the development issues involved, there is strong resistance to the integration of women into development programs, particularly in the USAID missions, for the following reasons, all of which have been articulated to me by field officers and all of which should be recognized for the myths that they are.

Frequently it is said that host country governments are not interested in—do not allow, are opposed to—projects involving women. Another frequent excuse is that women are not a priority for host country governments.

The fact is that 135 governments sent representatives to the 1975 United Nations International Women's Year Conference in Mexico City and clearly stated their support for the integration of women in development and unanimously approved a specific plan of action to accomplish this task. In truth, it is far more likely that AID officers seldom, if ever, raise the subject of women's participation in AID pro-

[1] See appendix 8 for summary of interviews by the Coalition for Women in International Development.

grams with host country officials and just assume a negative attitude where none has been expressed.

Some believe that women in development is an American women's lib issue or an affirmative action issue.

The fact is that women are a development issue, the proportions of which can be described by the following documented facts:

One. Of the 800 million illiterates in the world, 60 percent are women, and in most regions the gap between men's and women's illiteracy rates has grown since 1960, a date which marked the beginning of the first development decade. According to 1970 UNICEF figures, the regional illiteracy rates show that in all regions except Latin America, there is at least a 20-point spread between male and female illiteracy rates, and that female illiteracy ranges up to an average of 85 percent in some regions. I have attached a table showing these regional illiteracy rates for the record.

Two. Women are the backbone of agricultural production, food processing and subsistence food distribution. In sub-Saharan Africa, women perform up to 80 percent of the farming and are almost totally responsible for subsistence food production. In Central America, where it is officially supposed that women are not heavily involved in agriculture, an area in western Honduras was recently visited by one of my colleagues who found that women are in total control of the two main cash crops of tobacco and coffee. In Asia, at least 50 percent of the subsistence agricultural production is in the hands of women.

Three. Cultural norms governing the division of family responsibility are not everywhere the same, and in many countries, a man is not responsible for providing food and clothing for his wives and children—this is the woman's responsibility. Money earned by a man may be his to spend as he chooses, which may be on himself alone. It is up to his wife to earn money to support herself and her children.

Four. Furthermore a significant proportion of families in the world are headed by women who have total responsibility for the welfare of their family. Some figures which can illustrate this have recently been collected by some of my associates. For example, in Costa Rica, a microstudy revealed that 39 percent of the sampled families were headed by women. In Jamaica, the census shows 33 percent, in Trinidad, 25 percent, and in Grenada 46 percent. A more complete listing of such figures is appended for the record.

The figures I have just mentioned show that women are the largest group of illiterates in the world, and at the same time comprise the largest group of agriculturally active people and are substantially in control of the amount of subsistence food available. They bear a disproportionately heavy—sometimes total—burden of responsibility for the physical and spiritual welfare of their family. The physical quality of life—that is the provision of basic human needs—is primarily their responsibility.

Another myth is that where unemployment is high, giving a job to a woman just takes away opportunities from a male "provider."

The fact is that given the above-mentioned fact about division of family financial responsibility and the extent of female-headed households, the assumption that a man is the provider is not valid. Second, in poor families, everyone works, and everyone's contribution to

family resources is critical—even the work of children. Therefore, one is not displacing the provider by allowing a woman an opportunity to earn. They have as much need as men.

Another myth is that there are sufficient data and other information about women to adequately guide policymakers and program designers about the roles and needs of women.

The fact is that this is only partially true. There is quite a bit of information available, but AID has not considered it important enough to spend money on the process of gathering and evaluating data on women. While most assuredly a great deal of culturally sensitive research is still needed, existing data could be marshalled and evaluated for use in program planning. There is enough information to begin planning for the inclusion of women right now. This has been proven in two studies done by my own organization involving Kenya and Indonesia and in another piece of work we did on female-headed households in developing countries. This may well be true of the majority of countries in which AID serves.

Rather than a lack of information, what is holding back the process is that AID has not yet put a serious effort into creative programing nor into information searches, nor into consultation with host country women. In my opinion, AID needs to put considerable expertise to work in the field at the time of designing programs so that women are considered in the plans from the beginning. AID needs to be able to devise demonstration programs or new programing techniques which can be effective in assuring the equal participation of women. There are such experts around—but few of them are in AID and fewer of them are sent to the field on design teams. The Office of Women in Development with all due respect for the efforts they have made, is not equipped in terms of staff or budget to be of significant help in solving this problem. In fact, as presently constituted, this office has only four professionals and a program budget of $300,000.

Another belief which has been expressed is that Congress really intends for women to be considered only in population and nutrition programs because that is where the legislation mentions them.

The fact is that the Percy amendment deals specifically with economic integration, but it is found in the policy statement and women are not mentioned throughout the functional program areas, except in population. AID officials do not, therefore, realize that their programs are to equally address the needs of women. Program planners do not read the entire Foreign Assistance Act; as a rule they read only their part. In fact, in the legislation currently in effect as well as in the new Humphrey bill recently introduced, women are only mentioned in terms of their childbearing and breast-feeding roles.

To counter this tendency to consign women to population programs, or to the noneconomically oriented programs, women should be specifically mentioned throughout the functional areas of any new legislation so that program developers have them firmly in mind when working out new projects. There should not be a separate women's program in our foreign assistance effort but some "pump priming" is called for. Money should be provided in order to find ways to open up the benefits of development to the women as well as the men who are in need of assistance.

Before I close, I would state frankly that one of the great fears of the people who are concerned with this problem is that the attitudes and misconceptions prevalent in AID will not allow for creative use of substantial amounts of money to attack the problem of women in development. We would like to see funds designated, but if an amount is specified to be used for this effort and is placed within the control of the program areas, we are afraid that the amount specified will be the only money that will be spent on women, that it may be spent on irrelevant projects, and that the programers will not feel they have to be concerned with other projects under their supervision. If an amount is placed specifically in the Office of Women in Development, we are afraid that all programs which have women within their target group will be sent there for funding. Either way, we fear that a de facto women's program will be established to the expense of the concept of integration. Any money that may be available, therefore, should be accompanied by arrangements which will assure that this will not happen, and that the money will be used to find new ways of involving women in the full range of programs funded by AID.

Thank you, Mr. Chairman.

[Mrs. Turbitt submitted the following charts for the record:]

REGIONAL ILLITERACY RATES (1970 UNICEF FIGURES)

Region	Men (percent)	Women (percent)	Gap since 1960
Africa	63.4	83.7	Widening.
Asia	37.0	56.7	Unchanged.
Arab States	60.5	85.0	Widening.
Latin America	19.9	27.3	Narrowing.

Selected female head of household rates (unpublished ICRW study, 1978)

Country:	*Percent female-headed*
Lesotho	*24.0
Kenya	*40.0
Indonesia	16.3
Costa Rica	*39.0
Jamaica	33.0
Trinidad	25.0
Belize	24.0
Honduras	21.6
El Salvador	26.0
Peru	22.0
Ecuador	19.0
Grenada	46.0

*Except where otherwise noted (*), the figures shown here are from census reports which usually tend to underenumerate women as head of household.

Mr. FRASER. Thank you very much, Ms. Turbitt.

I guess now we better take a short recess. Be back in about 10 minutes. We have to vote.

[Whereupon a short recess was taken.]

Mr. FRASER. We will resume.

Ms. CHANEY. May I ask for permission to record the questions and answers?

Mr. FRASER. Surely. No problem.

Mr. CHANEY. For some people who are not here.

Mr. FRASER. The first question that I have is what is the difference between the International Women's Year and the U.N. Decade for Women?

Mr. DALLEY. I can answer that, Mr. Chairman. The launching of the Decade for Women was in 1975. Many of the programs that came out of the activities of the International Women's Year are now relevant to the programing of the decade, which is the period 1976 to 1985. So they are linked in terms o. one being the catalyst for development toward the other.

Mr. FRASER. I seem to have come back too soon. There is another vote.

What is the difference between the National Commission on the International Women's Year and the U.N. Commission on the Status of Women?

Mr. DALLEY. The International Women's Year is the U.S. body that was formed to address itself to the International Women's Year issues and the domestic needs for women, women in development, and women's issues in the United States.

The U.N. Commission on the Status of Women is the U.N. body that reports to the Economic and Social Council of the United Nations and has responsibility for the implementation of those programs, the Voluntary Fund and the other programs under the decade.

Mr. FRASER. Is there a Women's Bureau in the State Department?

Mr. DALLEY. There is the International Organizations Bureau.

Mr. FRASER. What are they doing in the International Organizations Bureau for Women?

Mr. DALLEY. I have with me Barbara Good, who is the new Director of the International Women's Bureau in the Bureau of International Organization Affairs.

Our responsibilities enter into the National Operations Bureau. Specifically the International Women's Directorate monitors and implements U.S. policies toward women's programs. Barbara has the responsibility for our policies toward the Volunteer Fund and the programs in the United Nations which are going to be created under the decade.

Mr. FRASER. What percent of your time is devoted to developing policy for the U.N. Commission on the Status of Women?

Mr. DALLEY. As Deputy Assistant Secretary for Human Rights and Social Affairs, I have the responsibility for the International Women's Programs, UNESCO, the International Labor Organization. the World Health Organization, our human rights activities, plus, I might add, a grab bag of technical agencies like the Civil Aviation Organization, the universal Postal Union, World Tourism Organization, and a few other, smaller agencies.

I would say, though, that because of the commitment I have to these programs, I spend approximately 15 or 20 percent of my time on international women's issues. This increases or decreases, that is, over a period of months, depending on particular conferences that are scheduled.

As we move toward the conference on the U.N. Commission on the Status of Women, we will be spending an increasing amount of time on these particular issues.

I cannot spend as much time on that as I would like to because of the other responsibilities that I have. I do try, in policy formulation and work in other areas, to keep in mind the development of programs affecting women in each of those particular specialized agencies.

Mr. FRASER. What kind of support is there in the Bureau and the U.S./U.N. Commission for the upcoming session of the U.N. Commission on the Status of Women—let me go on—in the preparation of background papers for the U.S. position on the implementation of the declaration; the protection of women and children in emergency and armed conflict; the effects of apartheid on women; and in the preparation for the midterm conference in 1980.

Mr. DALLEY. A tremendous amount of work is involved in preparing for such an important conference. We have to call upon outside experts to deal with these matters. We have the International Women's Directorate. We have the staff that relates to the Economic and Social Council at the Commission, but this amounts to no more than four or five people.

As needed, we are going to be calling upon experts who have studied these complex issues and legal problems in the past. They will come from Federal agencies such as the Justice Department; Housing and Urban Development; Health, Education, and Welfare; Agriculture; and the Labor Department. They will be helping us to prepare the instructions, the speeches, and the background papers.

We expect that our delegation, as in the past, will have representation from the other Federal executive agencies on it.

Mr. FRASER. For the record, who is our representative on the U.N. Commission?

Mr. DALLEY. Koryne Horbal from Minneapolis.

Mr. FRASER. Does she get enough support at the U.N. Commission?

Mr. DALLEY. I would say that she does not get enough support. We have the vestige of these reactions of these representatives to the particular Commission—to, in particular, the Commission on Human Rights—who are the representatives on the status of women.

They are created as part-time positions, which is the reason that they are not as fully integrated, I believe, into the work of the Commission in terms of staff support as they should be. This is something on which we are working. We have two very energetic persons, Mr. Ed Mezvinsky and Ms. Horbal, pressing for more support.

We have been trying to put this together within the Department and, in a coordinated way, we are trying to get a good backup for the particular conferences that fall within their jurisdictions.

Mr. FRASER. Which states are members of the U.N. Consultative Council on the U.N. Voluntary Fund for the Decade?

Mr. DALLEY. The U.N. Consultative Council is made up of representatives from five geographic regions of the world: the Philippines, that represents Asia and the Pacific; Jamaica, Inter-American; the German Democratic Republic represents East Europe; Nigeria, Africa; and the United Kingdom, Western Europe.

Mr. FRASER. Why is the United States not a member?

Mr. DALLEY. The United States, which is one of the primary forces behind the creation of the International Women's Year in the Decade, has had a lot of influence in the creation of these programs. We have felt, in the U.N., as a member of the Security Council that plays a very large role in the U.N., that we should not be a member of every commission, coordinating council, and others.

We feel that, with the relationship we have in the Consultative Committee, our views are being listened to and we are having influence.

This Consultative Committee was created prior to our first contribution to the decade which was made last year in the congressional appropriation.

Now that we have made a substantial contribution, almost one-half of the total amount, we were given the policy regarding our membership on the consultative committee. There is a possibility that the committee will be enlarged and, if so, we would feel that we should become a member to make sure that we are able to implement our concerns over the way the money is going to be allocated and spent. It will be a little more of an incentive for us to be a member.

Mr. FRASER. What do you have to do to be a member?

Mr. DALLEY. We have to be elected, and certainly, we have to campaign for that. However, because of the contribution, because of our activity on these issues in the United Nations, I think that our chances will be fairly good.

Mr. FRASER. How large is the U.N. Secretariat branch that backs up the U.N. Commission on this?

STATEMENT OF BARBARA GOOD, DIRECTOR OF THE AGENCY DIRECTORATE FOR INTERNATIONAL WOMEN'S PROGRAMS

Ms. GOOD. According to Ms. Sipik, she mentioned something like 12 persons. Now, that is just, you know, covering all of the areas that she is concerned with. For example, with the new schedule coming up, she has, you know, a lot of other areas, a lot of other programs. So there has been an increase in staff to back up some of this. Now, perhaps, there is not sufficient staff.

Mr. FRASER. There has been no new staff subsequent to the world conference in 1975?

Ms. GOOD. She mentioned two new staff members and said she needs additional staff.

Mr. FRASER. Let me ask a more general question.

I served in the United Nations for one session as a member of the U.S. delegation. One impression that one comes away with is that there is a lot of debate and argument, and few resolutions are adopted. You wonder what effect that is going to have on the life of anybody other than those who are taking part in the debate. How do you see the practical payoff?

Take, for example, the declaration. What do you see following, or is that going to simply mean a paper document? I would address this question to the whole panel as far as that is concerned.

Ms. GOOD. With all these resolutions and declarations, it depends on the importance the member state attaches to the issue. I think the fact that attention is drawn to these issues is important. If a member state decides that they do not want to support a proposal, the U.N. cannot force it upon them.

During my last position with UNESCO, there was an omnibus resolution. We got 26 countries as cosponsors. We moved on this. We did a lot of new programs. We called for, you know, a total approach to getting women involved, increasing their roles, increasing fellowships, and now I am getting a lot of feedback from UNESCO, that they believe that it would be a good thing to put forth resolutions. They can be the means for a lot of action, but again, it is, you know, up to us perhaps to sustain a leadership role.

[Subsequently, the following information was received for inclusion in the record:]

THE EFFECTIVENESS OF INTRODUCING RESOLUTIONS IN THE U.N. FOR THE UNITED STATES

The U.S. National Commission for UNESCO formed a committee in 1973 to carry out a program commemorating International Women's Year (1975). Along with nongovernmental organizations and foreign affairs agency representatives, the Commission developed an omnibus resolution aimed at improving UNESCO's efforts to enhance the status of women. This was presented at the 1974 UNESCO General Conference, adopted unanimously and co-sponsored by 26 countries. As a result, UNESCO included women's rights as one of its overall priorities and objectives in designing its long-term program. UNESCO refers to this comprehensive resolution as providing the organization with a framework for activities for International Women's Year and the United Nations Decade for Women (1976–1985).

As a result of U.S. leadership in this field, the U.S. was invited to participate in a 22 country study and information exchange program on innovative measures in member states to improve the status of women. The U.S. compiled an inventory on the Status of Women along with six other countries. The inventory has now been updated and rewritten for foreign visitors to the United States. It was distributed at the National Women's Conference in Houston to all international participants. USIA has also distributed the Report abroad and Status of Women experts are using it as a background handbook and guide for their speeches and appearances in the U.S. and overseas. By taking a leadership role, the U.S. can have a considerable influence on UNESCO's policies and programs. I believe the foregoing example substantiates this premise.

Ms. GOOD. Once we do set something in motion, we cannot drop it. We have to go forward and we find that there are other countries that I think my colleagues here would say are more than willing to work with us on these issues at the Government and NGO and private sector levels.

Mr. FRASER. What about the U.N. itself? Are women finding their way into some of the more important jobs?

Ms. GOOD. You are asking me a tough question. That is a difficult job.

Mr. DALLEY. They are not, certainly, as we would hope they would be. We still have a very small percentage of women in professioaal positions in the United Nations Secretariat. As to professionals, we still have only one woman onboard as an Under Secretary or as an Assistant Secretary.

It is a tremendous problem in terms of creating the kind of sensitivity we would like to have in the U.N. to have women in these decision-making positions.

[The following information was subsequently received for inclusion in the record:]

WOMEN IN DECISIONMAKING POSITIONS IN THE UN SECRETARIAT

The following statistics from UN Doc. A/32/146, 32nd Session, August 29, 1977, are revealing: of a total of 2,672 positions at the UN Secretariat on June 30, 1977, 477 were held by women of all nationalities at the professional level. A further breakdown reveals: the United States with 161 professional women out of a total of 520 U.S. nationals. The USSR has only 11 women professionals out of a total of 477; the People's Republic of China has 16 women out of a total of 52, Egypt has 5 women out of a total of 15; and Japan has 8 women out of a total of 69.

Mr. FRASER. There is another vote. I will be back. If another member comes in, he may pick up. Otherwise, we stand recessed.

[Whereupon a brief recess was taken.]

Mr. FRASER. The subcommittee shall resume the hearing.

Dr. Chaney, I would like to get your comment on the last points that Ms. Turbitt made in which she argued that the Office of Women in Development does not have an adequate staff or budget to have really much impact upon what happens with AID. Is that a fair comment?

Ms. CHANEY. Well, the agency position, of course, is that we are suffering from an overall cut in operational funds and a cut in staff. We have just gone into the Bureau of Program and Policy Planning and our ceilings had to be also influenced by the ceilings in this Bureau, but if I can speak personally, I would say that I have to certainly agree with Ms. Turbitt.

We do have the authorization now to take on what is called an IPA, an Intergovernmental Personnel Act person. We have the authorization for a couple of part-time employees, but this will only bring our staff back up to 9, and for this year, we had been authorized for 12. Two positions just disappeared before our very eyes, which would have been filled by social scientists, and which would have addressed the problems which Ms. Turbitt mentioned.

Well, we had planned to fill the position in different ways because there are so many things that we want to do: Perhaps an economist; perhaps an agricultural economist; perhaps a population and health person; perhaps an education person. We could give you nine different combinations.

Mr. FRASER. How many men, and how many women are in the Policy Planning Office?

Ms. CHANEY. 110. I could check that. I think it is 111.

Mr. FRASER. How are they divided as to men and women?

Ms. CHANEY. I would have to check that. I do not know what the overall division is. I did not bring those figures today, but I can get them to you.

[The information follows:]

The Policy Planning Office has 117 employees—58 male professionals, 22 female professionals, 36 female support staff, and 1 male support staff.

Mr. FRASER. There is a second point that you made which was that if the WID Office did get some money, more money, more than $300,000, the result may be that this then would be sort of a special project for women, and in the meanwhile, AID would go merrily on its way with its regular programs, as it always has done, reasonably oblivious to the fact that half of the world is made up of women. What about that comment?

Ms. CHANEY. I certainly think that that is a danger. But I also think there is a novel, I have been trying to think of its title, "A Woman of Independent Means." There is some merit in having one's own budget.

For example, AID missions have approached us for funds on several occasions, and our attitude, up until now, has been: That missions had money for programs and, after all, women out there were 50 or 51 percent of the population. Therefore, mission funds ought to be used for women's programs. We believe that maybe this was in error. We have been told by a number of mission people that their money is accounted for far ahead. New initiative money needs to come from central funds. If money comes from Washington, negotiations can be much quicker with local governments, and we can get something

going. Such seed money would be for helping new projects develop, for demonstration projects, for just getting something going, for helping along a mission that wants to do something; something that later would be taken over with regular mission funds.

It is much less cumbersome than going through the whole funding process. So we may have made an error in saying "No; use your own funds." We do not have any.

Mr. FRASER. Actually, looking at this other problem of how you integrate into the regular AID planning, being sensitive to the role of women, am I right in assuming that it is important that this should be operative at the country level in the AID missions? Is not that where the formulation of projects or programs initially takes place, and that the Washington AID is largely a review process?

Ms. CHANEY. Well, I think that both things are necessary, but I would certainly underscore the importance of having women in development concerns at the mission level, and our office wants to increase our activity and our work with the missions. That is, in sending the materials, in being able also to send them technical assistance.

We have a very nice demonstration of how this can work in our Near East Bureau.

An anthropologist with long experience in Afghanistan has now been engaged to go out for 3 months to help the Afghanistan mission, to design some projects, to collect the data that we need, to work on training programs, and to do a number of things.

Mr. FRASER. How did that come to be? Did Afghanistan ask for it?

Ms. CHANEY. The Afghanistan mission asked for it, but it was suggested, in the way that these things happen, by the very effective Women in Development Office that we have in the Near East Bureau. The two things go together.

Mr. FRASER. What is your prognosis in having someone in the mission to meet your needs?

Ms. CHANEY. Spotty.

Mr. FRASER. What has to happen for that to improve?

Ms. CHANEY. I think that one of the things that has to happen is that the women in different AID recipient countries have to start asking. When we were asked this by Third World women in a couple of consultations we had, we said: Well, go to the AID mission. Ask for the Women in Development Office, and if they say, "What?" then just insist. This is one way, but also, I think that our office can do much more, and should do much more. If we had more staff, there would be more possibility to get materials out, and to be in touch, to be regularly in touch with a person designated by the AID mission who might not have a Women in Development concern as a full-time responsibility, but certainly, we should have at least some good percentage of that person's time, and that is something that we are working toward.

Mr. FRASER. Are you satisfied with these responses, Ms. Turbitt?

Ms. TURBITT. Yes; I think so. But I think that I would go a bit further on what might be needed on both the Washington and the field level.

I think it may not be enough to have a person in the mission who is getting materials from Washington because nobody reads anything. I mean, you go out there, there are just stacks of paper. They have

so much that they have to read, but if the person in the mission had some training, some personal understanding of what the issues were, then a lot of these problems can evaporate, because it takes just an intelligent programer, a person who sees women on the level of people. They can figure out a lot of answers. They do have to be committed, not just have women in their portfolio. A lot of people who have the responsibility do not really know what to do, and do not really care. They are simply the ones who get the mail and have to respond to the Women in Development Office.

I would go further, I think, and suggest that a good or substantial amount of money be made available for Women in Development projects and programs in the Agency.

In fact, I would suggest amending the current foreign assistance legislation to include some directional funding in the functional program areas. And I would suggest that a new section 108 be added to the current Foreign Assistance Act, or, if the committee decides to take up the new Humphrey bill, there would be a new section 206.

I would urge the legislation be amended to say in section 108: Up to $10 million of the funds made available ir any fiscal year under this chapter shall be used for assistance on such terms and conditions as the Administrator may specify, and in addition to funds otherwise available for such purposes, to encourage and promote the equal participation and integration of women as equal partners in the development process in the developing countries, and for the purpose of strengthening the capacity of women and women's organizations to carry out programs concerned with economic and social development in developing countries.

Of this amount, up to $3.5 million shall be used to support programs, projects, and activities of the Office of Women in Development.

I would add further that nothing in this section shall be construed to authorize the establishment of a separate development assistance program for women. Projects funded under this section shall serve to demonstrate more effective ways to encourage women for equal participation in the development process.

This would provide, I think, a substantial amount of money. This is what I would call "pump priming," showing the way, trying to get new demonstration projects, new techniques of programing and planning in the field.

It would also, I think, divide this money between the Office of Women in Development which would have its own sum of money, $3.5 million, and then the rest to be left in the functional areas, so that the administrators of those areas would have some money to also experiment with and make some special efforts themselves.

I would think that if something of this sort goes into the legislation, that should be accompanied by a fairly serious report pointing out the fact that this money should not be used to substitute for other programs, and other inclusions of women. I would further urge that each of the functional areas and bureaus have a person also specifically charged with Women in Development so that there is a team working with the Office of Women in Development. By involving the functional areas, with their expertise in those areas, innovative programs could be worked out to show the way, and show that it is not an impossible task.

This is how I would suggest doing it, at least, for a start. Up to now, the Agency has simply not put a serious effort in the integration of women in development. I think the budget of the Office of Women in Development itself shows that $300,000 is just, what, 10 times what a Congressman would have to run his office with in order to serve his constituency?

Mr. FRASER. Ten times?

Ms. TURBITT. I think the average congressional office has about $35,000 for stamps, stationery, trips to the districts, and things of this sort, and the Office of Women in Development has $300,000. That is 10 times that amount, and that is serving millions—millions.

Mr. FRASER. The typical congressional office spends over $300,000.

Ms. TURBITT. It shows the level of effort that the Agency has put in. I know that there are creative individuals in Washington and in the field, and each time, they seem to be stymied by a lack of money, the lack of real commitment behind the ideas. I think it is time to really move in a more substantial way on these problems.

Mr. FRASER. Dr. Height, you have listened to this discussion on both our U.N. and bilateral efforts. What is your reaction to all of this?

Ms. HEIGHT. I was thinking awhile ago when you were asking the question about singling out women as a part of the whole picture, that there is a way in which this singling out creates a kind of an awareness that makes the integration have more significance. So that was one of the thoughts that occurred to me. I think we would not be in this position if there were not such a dearth of awareness of the potential of women, and how the underdevelopment of women is, in effect, counterproductive to all of the development efforts. That is why, it seems to me, necessary to have both a unit that looks at women as well as the whole AID effort incorporating women's needs into their programs. Some of the volunteer groups, I think, are trying to make this effort to see that very real consideration is given to the needs of women at all levels. And I think we have in this country a history of singling out those problems, that need intensive care. This is not to neglect the whole, but in order to strengthen the whole, we have to look at the part. That is one thought that occurred to me a few moments ago.

Mr. FRASER. Maybe this is not amongst all of you, but is there within AID or the State Department a feeling, an attitude amongst some of the people that historically, it is not up to the United States to be trying to influence traditional patterns and social mores?

In other words, it is not the responsibility of the United States to liberate women. This is something that has to come as an evolutionary process within the societies themselves. I mean, we are, in a sense, becoming intrusive.

First, does that attitude exist?

Ms. TURBITT. I have picked that attitude up on the part of mission personnel very definitely, that when it comes to women, we should not "fool around with" their culture. But when it comes to the population programs, well, they are willing to continue host country officials that they cannot go on without population programs. So it is a very selective kind of an approach where, as far as women are concerned, we should not interfere, but everything else, we will interfere, and it is considered part of the development process.

Women in development is mistaken as a women's lib issue because AID offices do not want to look beneath that handy argument against it, and look to see what women really are. But again, it shows that we are exporting a lot of our own cultural biases, but not necessarily women's lib. It is perhaps more of a male chauvinist bias that we are exporting.

Ms. CHANEY. May I just address that shortly.

Mr. FRASER. Surely.

Ms. CHANEY. It seems to me that societies are changing whenever they take the path to modernization or development, or national liberation, or whatever they call it, and that you cannot bring the male part of society into the 20th century, and leave the female half or the 52 percent in the traditions and the culture of the previous era.

First of all, you cannot do that because it is simply not possible; there is not a choice. If a society is modernizing, the fabric of culture, the family, everything is changing, and there is no way to stop it. There is no country in which there are not shrewd women who know how to bring about change without going against their own cultural norms. Dr. Mae Rihani, who just returned recently from a UNDP mission to seven Arab countries, reports that in every country there is at least some measure of support on the past of the government, there is a desire that women's position should be improved.

In Peru, there was no woman in the most remote barriada that had not heard that there was some kind of sea change in the air. They might not have been able to put their finger on it, but they would answer a question: Yes, women ought to have equal rights and responsibilities. Yes, women ought to be allowed to participate. So that I think that is is going to happen, and it is happening, and it is not really an exportation of ours.

Ms. GOOD. Could I just add one point?

Mr. FRASER. Certainly.

Ms. GOOD. I think it is very important for us to recognizie that within the U.S. system, we do talk about different social and cultural models. We have to be careful that we do not impose on societies. I think that is one aspect of the U.S. system.

In the 7 years that I have been working with the specialized agency of the U.N., I have learned that it is very important that we work together with people, that we respect their ideological differences, or the level of development, their cultural differences, and at the same time, there are areas where we do share concerns.

There is a fine line to be able to do that while not intruding, and respecting that they are coming from a different level if we can accept the idea that there are different models.

Ms. TURBITT. It is also important for the AID office to be able to consult with women in women's organizations in the countries where they serve, and try to find out what is perceived as the needs of women. Again, this becomes, I think, a staff problem.

There are not very many AID missions that have women officers who have lines of communications out to those women's organizations and leaders.

Mr. FRASER. What would you say in response to this question?

Ms. HEIGHT. I was thinking back to the time when we were in the middle of World War II, and the question of segregation in the Armed Forces was before us.

You heard the cries: "We cannot both fight a war, and solve the race problem." But when Mr. Eisenhower and some of those working with him awakened to the fact that we had to have some relationship between the means that we were using and the ends we were aiming for, we saw that that pattern of thinking had broken. It seems to me that the same thing is true here.

It is not that we are imposing our views on others. But it is to say that wherever we are at work. we are trying to help the people come to their full actualization, and doing that means that we go with a sense that women's rights are human rights, and that we will find that all around the world the winds of change are blowing, and people are ready to move, and what we are doing is helping to support those forces which are ready to move.

And I think it would be an exception to refrain from looking at something that automatically is right. People are really trying to struggle for themselves. They may not all express it the same way, but they still want to have some share in those things that affect their lives, and women are part of that group.

Mr. FRASER. What all of you have said is that in a lot of countries, there are women who are beginning to think.

Ms. HEIGHT. Right.

Mr. FRASER. Or they are beginning to rethink their role and their opportunities, or lack of them.

Mr. FRASER. Why have we cut the contribution from the U.N. Decade for Women from three down to two?

Mr. DALLEY. We felt that the larger request last year was mandated by the start of the activity, whereas, the $2 million request, we think, will be enough to help support the programs as they start developing through the second stage.

Mr. FRASER. Is there a possibility that the U.N. Secretariat Branch can stay in New York at Headquarters until after the midterm Conference?

Mr. DALLEY. That presents a real problem. As you know, the decision was made 2 or 3 years ago by the Secretary General that it was going to move to Vienna.

It is important in our bilateral relationships with Austria that the United States be seen as supporting Austria, in supporting Vienna as a third U.N. city. This is something that has been established as an important part of the bilateral relationships.

Mr. FRASER. One of the bridges just fell down. What is that river?

Mr. DALLEY. I forget, but I think there was a good reason for their rationale because we have been fairly slow in starting the preparations for the midterm Conference. We do not want to have another disruptive factor.

We felt constrained because an agreement was made between the Security Council members to leave it to the Secretary General to decide which programs and which U.N. agencies would be moving.

Every agency has its domestic constituency here in the United States.

Lawyers do not want the legal areas to be moved.

The people who are interested in college matters, the narcotics problem, do not want to move.

We came to the decision both in terms of domestic reality as well as international reality that nothing would move if every country was going to assert the interests they have in the particular programs or agencies. Hence, the Secretary General was given this very hot potato to deal with, and we have decided that we cannot intervene on behalf of any program no matter how legitimate the grounds for intervention may be; because of that original position, that was made in practicality.

However, we believe that that move will not take place until late 1979, and because of the usual delays inherent in this, it may very well be that the move will not take place until after the midterm Conference. We only hope that it will not be so disruptive as to slow the process.

Mr. FRASER. I have to go vote again.

I think, if you are willing, we have to submit questions in writing. Alternatively, if you have something more to include in the record on your own initiative, we would be delighted to take it.

I am sorry that all of these votes occurred. That is one reason why we did not get some of the members here.

I think we have gotten some very useful information.

Mr. DALLEY. I have a progress report which we just received. I would like to make that part of the record.[1]

Mr. FRASER. We will make that part of the record.

Thanks to all of you for your appearance this afternoon.

[Whereupon, at 4:18 p.m., the subcommittees adjourned.]

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[1] See appendix 7, p. 128.

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INTERNATIONAL WOMEN'S ISSUES

Briefing on Women in Development

WEDNESDAY, MARCH 22, 1978

HOUSE OF REPRESENTATIVES,
COMMITTEE ON INTERNATIONAL RELATIONS,
SUBCOMMITTEE ON INTERNATIONAL DEVELOPMENT,
Washington, D.C.

The subcommittee met at 1:30 p.m. in room 2255, Rayburn House Office Building, Hon. Donald Pease presiding.

Mr. PEASE. I think we may as well begin the meeting.

As I understand it, this is to be a relatively informal session on the question of women in development. We are, even in an informal session, allowed to have witnesses, and our star attraction today is Arvonne Fraser, who is Coordinator of the Office of Women in Development at AID. Ms. Fraser has a prepared statement. Do you wish to deliver that or give us offhand comments?

STATEMENT OF ARVONNE FRASER, COORDINATOR, OFFICE OF WOMEN IN DEVELOPMENT, BUREAU FOR PROGRAM AND POLICY COORDINATION, AGENCY FOR INTERNATIONAL DEVELOPMENT

Ms. FRASER. I thought I could very quickly summarize and give you comments, and then answer questions.

Mr. PEASE. That is fine. Just go ahead and proceed.

Ms. FRASER. Thank you.

As you have said, my name is Arvonne Fraser, and I am Coordinator for the Office of Women in Development. I am very pleased to come, and I regret that I could not be here 2 weeks ago when Dr. Elsa Chaney did an excellent job for us.

I do believe, however, that conferences and meetings are important, especially when one is dealing with a new area. I was not here 2 weeks ago because I was at a meeting of the Development Assistance Committee—DAC—of the Organization for Economic Cooperation and Development—OECD. These conferences and meetings are important for three reasons. First, they bring the issue to public attention. Second, information is exchanged and people get educated on the new issue. Third, new activities and projects get generated.

At this DAC meeting there were a number of papers submitted, and the United States had two projects that we discussed. The Germans submitted, I think, an excellent document which states that the poverty of most people in developing countries is increasing both

in absolute terms and in comparison with industrialized countries, and must be overcome by direct action to satisfy basic human needs. Without the participation of women, the statement says, this cannot be done.

Women's traditional cooperation in social, economic, and cultural life is increasingly rejected. They make the point that modernization and technological development have important influences on family life, and that women are the hardest hit by the negative social and economic effects.

The Germans, in their paper, maintained that women suffer more discrimination in employment, pay, and working conditions in developing countries than in industrialized countries, and that modernization aggravates traditional discrimination. The paper concludes that women's position overall is worsening.

The United States presented as a case study the women's credit project, just getting underway in Upper Volta, which is a collection of 60 village projects put into 1, aimed to loan women money at an 8-percent interest rate to meet village-determined needs. The interest earned will be used for further village improvements, a rather interesting scheme, I thought, and it was very well presented by our U.S. Coordinator, and the Upper Voltan woman who is the Co-Coordinator. The second presentation was by Dr. Nadia Youseff on her research on the female-headed household. Her report is not quite finished, but it will be done soon. It describes the magnitude of the female-headed household resulting a great deal from migration. Both the German/DAC paper entitled "Report on Improving the Status of Women in Developing Countries" submitted by Germany to the OECD/DAC informal meeting on women in development and the Youseff paper are available from the Women in Development Office at AID.

The informal meeting of DAC reiterated the idea that a basic human needs policy cannot succeed without taking into account the role of women in development and recommended that OECD take an active part in collecting and disseminating information on women and development.

I also visited UNESCO and learned about some of their projects. Interestingly, it is their literacy project in Upper Volta that I think has provided the base for the project we have. You may know the U.N. Commission on the Status of Women is meeting this week in New York. One of the main topics is "Women In Development." Two other international conferences of special significance to women are the 1979 Food and Agriculture Conference on Agrarian Reform and Rural Development. The United States and Mexico succeeded in getting a women's item on that agenda and the "Year of the Child." We should note that half of all children are girls. Frequently they get the short end of the stick. They do not get educated as much. They frequently are not fed as much. The same discrimination pervades.

I want to emphasize quickly two major areas that amplify Dr. Chaney's testimony. One of these is the recognition of women's traditional work. We need to do much more research here. What role do women play and what roles have they traditionally played in developing nations. The term is frequently used that we should integrate women in development. They are integrated. They are half

of the population. It is a question of how, and whether we are really counting women's work and looking at what they do traditionally and what contribution that work is to an economy—unpaid family labor, we call it in the United States. In our report to Congress that was mandated in the last session, we will detail more needs in this area, and what we are discovering.

Second is the role that women's organizations play. I have come to believe that organizations are important, that problems only get solved by groups. Maybe this is typically American, but I think that women's organizations, both international and indigenous ones, are a means to development.

There are undoubtedly indigenous informal organizations outside the government in almost every society. There are also international organizations which have links in countries. International Planned Parenthood, for example has worked on population problems in countries where governments cannot or will not make population an official concern. Some of the women in IPPF are becoming very interested in women's projects, and are developing good ones.

Likewise, women's groups such as the YWCA, Girl Scouts, Girl Guides, and rural women's organizations which are not active in the United States, can and do operate around the world. Many of these organizations are represented at the U.N. Commission on the Status of Women, and are listed in the International Directory of Women's Development Organizations that AID has just published and distributed.

Incidentally, the requests for that directory are continuing. It is almost out of print, and it is also slightly out of date, but we are getting requests from all over the world for that directory, so we are obviously filling a need. I believe we should support organizations in their development efforts, and we have already taken small steps toward that. I noted at the DAC meeting that other donors, notably the Scandinavians and Germans, are also pursuing this route to development using women's organizations.

I also believe we must find a mechanism for giving small grants to organizations doing local or village projects. The Upper Volta model is one, the melding of 60 small village projects into one. In talking to women from developing countries, I find an expression of a need for small amounts, for organizations that do exist—a few hundred dollars, a vehicle, some technical assistance. I think we have to figure out some way, some agency or organization that is fiscally responsible and skilled in financial management which can probably also offer technical assistance to be able to give small grants to local organizations in-country doing small projects.

There is also an increasing demand for travel grants for women from less developed countries to participate in regional and international symposiums, training, meetings, seminars, and I think we should develop mechanisms and resources to meet these needs, because women frequently do not have the resources. Maybe I am saying we should help establish an "old girl network" on an international level.

The plan of our office is to look at every sector, to examine women's needs, their contributions, their concerns, and their participation in that sector, and then to stimulate, encourage, and accept proposals for projects aimed at meeting women's needs and promoting development sector by sector. We will at the same time be trying to influence

agency policy and programing from within PPC and I think Governor Gilligan's idea for putting us in PPC was right. We are, I think, beginning to have some impact. We are being invited into places we would not have been invited as a separate office.

In short, we will be doing, I hope, what we propose others should do, looking at how women fit in the total development process, and finding out what special projects are needed to make women equal participants to sort of catch on in the development process.

With that I conclude and reiterate that at the DAC meeting we did agree that unless half the population, the female half, is included in any development policy, whether it is basic human needs or any other one, that policy ultimately will fail.

With that, I would like to close and answer questions.

[Ms. Fraser's prepared statement follows:]

STATEMENT OF ARVONNE FRASER, COORDINATOR, OFFICE OF WOMEN IN DEVELOPMENT, BUREAU FOR PROGRAM AND POLICY COORDINATION, AGENCY FOR INTERNATIONAL DEVELOPMENT

My name is Arvonne Fraser, and I am Coordinator of the Office of Women in Development at the Agency for International Development.

In the recent A.I.D. reorganization our Office became part of the Policy and Program Coordination Bureau. This has been a good thing and I thank Governor Gilligan for this move. He said it was to put us at the central policy core of the Agency. It is much better to be participating than isolated.

It is this idea--equal participation rather than isolation--that should be the main theme for women in development--or for all development for that matter. If people--women and men--can participate on equal terms then development can proceed. Acting on the ideas that participation, education and organization are keys to development and that women are half the population, the Women in Development Office has held seminars and conferences with LDC women, with developers, with researchers, and with representatives of organizations and plans to continue this effort. Much is learned, information is exchanged, and new activities and projects are generated at these meetings. The report of our Tucson Conference on Women and Food is almost ready and we will be pleased to send it to members of this Committee. We think that report will have an important influence on agriculture and rural developers and we intend to distribute it rather widely.

International meetings are also important, we believe, and, as you know, I recently attended a session on women in development at OECD/DAC--the Development Assistance Committee of the Organization for Economic Cooperation and Development in Paris. (I was at this meeting when the original hearing was scheduled and I appreciate the opportunity for this briefing).

At the DAC meeting men and women from donor countries met to hear papers and discuss projects on women in development. Germany submitted an excellent document which opened with the observation that if a country is to develop successfully all segments or "social groups" must be involved. It then goes on:

> ...the poverty of most people in developing countries is increasing, both in absolute terms and in comparison with the industrialised countries, and must be overcome by direct action to satisfy basic human needs. Without the participation of women, however, this cannot be done....women's traditional cooperation in social, economic and cultural life is increasingly rejected. (emphasis mine).

The paper also asserts that modernization and technological development have important influences on family life and that women are "hardest hit by the negative social and economic effects." It notes the breakup of traditional patterns of family life and cites an FAO report on migration and abandonment of small rural land holdings by males. The paper also maintains that women suffer more discrimination in employment, pay, and working conditions in developing countries and that modernization aggravates traditional

discrimination. The paper concludes that because modernization in developing countries "takes place under the pressure of time and external forces" and because the gradual replacement of the extended family by the nuclear or female-headed family has left women more exposed to economic uncertainty, women's position overall is worsening.

The U.S. presented as a case study the women's credit project just getting underway in Upper Volta. This project is a collection of 60 village projects and aims to give women credit to meet village-determined needs with the interest earned on the credit given available for further village improvements. The project was well received and stimulated a great deal of discussion.

The second U.S. presentation was by Dr. Nadia Youseff on her research on the female-headed household. (Her report will be ready shortly and will serve as the basis for more extended studies).

The informal meeting of DAC recommended increased continuing attention to the role of women in development in all DAC meetings, reiterated the idea that a basic human needs policy could not succeed without taking into account the role of women in development, and recommended that OECD take an active part in collecti[illegible]d disseminating information on women and development.

While in Paris I spent almost two days at UNESCO Headquarters discussing women's role in education, human rights, and the media,

and UNESCO projects in these areas. It was the UNESCO women's literacy project, many believe, that has provided the base for other women's projects in Upper Volta, such as the U.S. project mentioned above.

Another important international organization, the U.N. Commission on the Status of Women is meeting in New York this week with one of the main topics women in development. This forum provides an excellent opportunity for representatives of governments and representatives of non-government organizations to meet both formally and informally. International Women's Year and the World Plan of Action for the Decade for Women with the themes: Equality, Development, and Peace grew out of this Commission's work. A major item on this week's agenda is a review of progress on the goals set forth in the World Plan and preparations for regional meetings and a world conference in 1980 to further these goals.

Two other international events of special significance to women in development are the 1979 Food and Agriculture Organization's Conference on Agrarian Reform and Rural Development which has a women's item on its agenda and the Year of the Child.

Now, let me turn to other work of the Women in Development Office and amplify Dr. Chaney's testimony.

I want to emphasize two major areas which I believe need more attention. These are information about and understanding of the roles

that women play and the work that women already do in developing nations and secondly, the role that organizations can and must play in development. We have talked a great deal about integrating women in development but that is a misapprehension. Women already are integrated--they are half the population--but they are not equal participants or partners in the development process. In some cases they may be negative factors and we need to give them resources and time to "catch up."

The fact is that women are the ones in the poorest segments of any society that are meeting the basic human needs of their families. We cannot ignore them or we will, as the German paper pointed out, increase poverty in certain segments and our development efforts will have a negative impact on the poorest groups of the society. Therefore, we must, in every society we deal with, know what women are doing--what roles and responsibilities women traditionally have in that society, what needs they are meeting, and how they are able to meet these needs. This may mean we will need new or expanded economic indicators.

This also suggests we need what often are called "profiles" on the status, condition and economic activities of women in the countries we aid. I believe it also suggests we need a full time women in development officer in every USAID mission. The first job of this women in development officer should be, in cooperation with a local researcher or someone familiar with the country, the development of this profile.

This profile should have a four-fold purpose: 1. to determine the status, condition, traditional role, and economic responsibilities of women--rural and urban--by region or group; 2. to find what is being done for and about women in the country--what is being done to improve the situation of women--and girls--in that country or community; 3. to find out who is doing whatever is being done; and, 4. to determine what still needs doing. This is no small study and it is probably a politically sensitive one. Nevertheless, I don't think we should be deterred. The problem is no less sensitive than and is intimately related to the population problem.

These profiles must be development and project oriented--not just interesting research projects. They must become central to the A.I.D. mission planning and policy and project formulation. And they must be done cooperatively with local researchers, probably with technical assistance from the U.S.

As these profiles are being put together the formal and informal organizations that can both help identify and meet needs should be discovered. Community leaders should be identified as well as potential trainees. In Afghanistan, it is reported, there is a rural indigenous health system--perhaps archaic in knowledge and methods but functioning all the same. I am sure there is a women's component to that health system--given the tradition and culture of Afghanistan. To improve health care in that country--or in any other--health workers must hook into that existing system.

There are undoubtedly indigenous formal organizations outside the government in almost every society. There are also international organizations which have links or can build links in-country. International Planned Parenthood, for example, has worked on population problems in countries where governments cannot or will not make population an official concern. Some of the women in IPPF are becoming very interested in women's projects and are developing good ones. Likewise, women's groups such as the YWCA, the Girl Scouts/Girl Guides, and rural women's organizations not so well known or active in this country can and do operate around the world. Many of these organizations are represented at the UN Commission on the Status of Women and are listed in the International Directory of Women's Development Organizations A.I.D. has published and distributed. These organizations can work in communities hard to reach by any other means.

I believe we should support these organizations in their development efforts. We have already taken small steps toward this end. However, there is much much more that can and should be done to support and promote women's organizations--both indigenous organizations and international organizations with links in country. I believe there is also merit in promoting links between these organizations on a country or regional basis. I know that other donors--notably the Scandinavians and the Germans--are also pursuing this route to development.

I believe we must find a mechanism for giving small grants to organizations doing local or village projects. The Upper Volta model is one model--melding 60 small village projects into one. There is, however, a need for some agency or organization, fiscally responsible and skilled in financial management, which can probably offer also technical assistance, to be able to give small grants to local organizations doing small projects. I mean grants as small as a few hundred dollars to a small village group and including grants of much larger amounts to larger, more skilled or more organized groups. And the more I talk to women from less developed countries, the more I am convinced of this need and of the importance of this route to development. It offers both training and motivation. It is of low risk and high benefit and the benefits will be long term because they are an investment in building human infrastructure--human resources.

I know there is also an increasing demand for travel grants for women from less developed countries to participate in regional and international training as well as professional meetings and seminars, symposia, etc. I think we should develop mechanisms and resources to meet this need. This, too, is an investment in human infrastructure because it will allow women the access to information, networks and experience that men traditionally have had. Women's resources are usually less-- especially middle-management women or organizationally active women--and they play a vital role in their country's development.

The plan of the Office of Women in Development is to look at every sector--to examine women's needs, concerns and participation in that sector and to stimulate, encourage and accept proposals for projects aimed at meeting women's needs and promoting development. We will, at the same time, be trying to influence Agency policy and programming from within PPC.

In short, we will be doing what we propose others should do. We will be looking at how women fit in the total development process and we will be finding out what special projects are needed to make women equal participants in the development process. This means we will be working with missions and geographic bureaus in developing women in development projects; that we will be offering technical assistance and training and information on all aspects of women in development as we also monitor activities.

There is work to be done in every sector to increase women's participation as equal partners in the development process. We think no sector should be ignored and it is the aim of our Office to make sure women's needs and concerns are taken into account and women's participation invited and recognized. Without this participation, as we agreed at the DAC meeting, a basic human needs or any other development policy will ultimately fail.

Thank you and I would be pleased to answer questions.

Mr. PEASE. Thank you very much, Arvonne.

Our colleague, Mr. Winn, must leave shortly for a markup, so I think I will give him the first opportunity to ask questions.

Mr. WINN. Thank you, Mr. Chairman.

I appreciate that. We are glad to have you back before the committee again. We are sorry you missed the last meeting. We had very fine testimony from your colleagues, some of whom had appeared before at our first informal meeting. I was just going through some questions that have been prepared at the other meeting, and I noticed there is a question of how many women are working at AID and also how many of those are upper grade positions and how many are midlevel positions.

Ms. FRASER. I don't think I brought that. We do have them, but those figures are really in the Equal Employment Opportunity Office. We were separated. The two Offices were separated a year ago in August, and they have that responsibility for keeping those records.

My short answer is, there are not enough in upper levels, and that we need to do more, have more. I think we also need more in missions.

Mr. WINN. The other information I have here is that there are only six women in professional positions in the Office of Population, and there is only one woman serving abroad as a population officer, and only one woman serving as a mission director. Do you think these figures are——

Ms. FRASER. That is right. We have two.

Mr. WINN. Maybe we should get our own house in shape before we go spreading our good advice around the world.

Ms. FRASER. It is a problem. It is a Federal Government problem, not just an agency problem.

Mr. WINN. Yes.

Ms. FRASER. And we do have two new assistant or deputy mission directors who are women. I think that is important and will make a difference.

Mr. WINN. What steps that you are aware of are being taken to encourage the hiring of more qualified women over at AID?

Ms. FRASER. We are not hiring very many people at all, which is the problem, and with the seniority system and current rules——

Mr. WINN. Do you think the President's reorganization plan will help you any?

Ms. FRASER. Yes.

Mr. WINN. To get more women or to get more people? [General laughter.]

Mr. PEASE. Now, now.

Mr. WINN. Well, you know, personnel levels in very few agencies go down.

Ms. FRASER. Hopefully, I think, to get more women. I really do.

Mr. WINN. To what extent is the role of women in development a human rights issue, and how is this aspect of the women in development issue being appropriately addressed by the administration's human rights policy?

Ms. FRASER. I have never been clear in my own mind. It is a human rights issue in the sense that, as we say, women are half of the population, and it is, I suppose, a civil and human rights issue or an equal rights issue but human rights is frequently defined as how citizens are treated by their governments. I suppose it is a part, but it is not considered a part in the ordinary definition of human rights.

Mr. WINN. But they use it frequently?

Ms. FRASER. Yes; it is used frequently.

Mr. WINN. It is frequently used and incorporated in the general policy of human rights. It is almost always referred to.

Ms. FRASER. Yes; but I don't know that it is a part of the law or the way people think about human rights.

Mr. WINN. The statutory report that you referred to, will it be available before the August 8 deadline?

Ms. FRASER. Yes; we hope to have it.

Mr. WINN. For submission to Congress?

Ms. FRASER. Yes; we hope to have it late in June. We have a preliminary draft that is way too wordy. I wouldn't send it up here.

Mr. WINN. I won't comment on that. [General laughter.]

Ms. FRASER. And we still have more information to collect, but I think that report is going to be very important.

Mr. WINN. It will be on time?

Ms. FRASER. It will be on time, and I think it will be a very important educational process for us and the agency.

Mr. WINN. Would you care to say what the general direction of that report is going to be?

Ms. FRASER. The first thing we have learned is, we don't have an adequate definition of what is a women in development project, so we have decided to divide it into four aspects. First is the impact statement, and frankly, I think what we got was an awful lot of impact statement. The second is women only projects. Those are easy to identify. The third is a women's component of a project, and that we are beginning—those we are beginning to develop. I define a women's component as where you take deliberate steps to look at women's participation in whatever sector you are dealing with and then do something about it. Frankly, I think that is where we should concentrate our energies, because the fourth, as I look at it, is the totally integrated project, and I am not sure we know how to do that yet.

Mr. WINN. Are women's organizations having an impact in this report? Do they have anything to say about the information or the input that goes into this report?

Ms. FRASER. Not directly.

Mr. WINN. Not directly?

Ms. FRASER. Not directly.

Mr. WINN. Just based on what is known about——

Ms. FRASER. It is based upon what the agency is doing and what is known about it. I suppose indirectly, in that they are interested in the whole development process and had a great deal to do with putting together the world plan of action for the decade.

Mr. WINN. When you say you might have too many impact statement inputs, what are they? I am trying to get an idea of the preliminary draft report.

Ms. FRASER. It is what we have jokingly talked about, the walking on road syndrome, that because women walk on roads, therefore a roads project is a women in development project. I think very honestly we did not do a good job of defining what was a women in development project. So, I think our office is as much at fault as any in creating all of this verbiage which we must now sort out.

Mr. WINN. Can't you combine those impact statements and boil them down to the basics?

Ms. FRASER. Yes; that is what we will——

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Mr. WINN. That is what you are doing now?

Ms. FRASER. Yes; and that will be a very important contribution, I think, to the evaluation section. I think we will learn from it.

Mr. WINN. And your definition, you are still working on that, or do you feel you have pretty well zeroed in on that?

Ms. FRASER. I feel it is No. 3. Women only is easy to define, but I think it is that component where we deliberately take into account and do something about women in all projects.

Mr. WINN. Are you then going to make some recommendations? Where do we go after we get the report?

Ms. FRASER. Hopefully, what we will come up with is—some people use the term "guidelines," but ideas for how one goes about putting together that women's component in all projects. Maybe we should have done that before now. We deliberately did not do it, because there are some guidelines out. It is frankly a question of priorities, but I think we will come to this.

Mr. WINN. Well, I do not criticize you for taking a good look at what you were working on or what you thought you were working on, and saying, look, we don't really have all of the rules of the game here. We had better boil it down and try to get a better definition of what our assignment is.

Ms. FRASER. And what our task is, yes.

Mr. WINN. Thank you very much.

Ms. FRASER. Thank you.

Mr. WINN. Thank you, Don, for letting me go first.

Mr. PEASE. Thank you very much, Mr. Winn.

Mr. WINN. I have been with these women before, quite a bit. [General laughter.]

Mr. PEASE. Well, let me ask you a series of questions, and see what we can get on the record here.

What is the Women in Development Office's involvement with policy and program guidance at AID?

Ms. FRASER. We are getting more deeply involved in it, and the specifics are still being worked out, because we are brandnew, and because PPC itself is undergoing reorganization, but let me give you an example. This morning I was aksed to participate in the development of or the analysis of the Afghanistan country project. I would wager that would not have happened 1 year ago. The discussion we had would not have happened 1 year ago, and I think it is going to be important to that program.

We are going to get women's concerns in as a part of that program.

Mr. PEASE. Are you satisfied with the extent to which women in development concerns are reflected in project design?

Ms. FRASER. No; not yet. That is what the program is all about, I think.

Mr. PEASE. Do you think that will be taken care of in due course?

Ms. FRASER. I should suppose in the next generation or so. [General laughter.]

Mr. PEASE. Do you have any plans to accelerate that schedule?

Ms. FRASER. Yes, lots. I think essentially that is what the Office of Women in Development is all about. I think that one of the things that we are going to have to do is offer to missions technical assistance. The Near East Bureau has already done that, and has gotten some

response. In order to offer technical assistance people, we must find who knows something about this, who is good on women in development who has worked overseas. We assume most of these technical assistants will be women, though I don't think all of them need be or should be. So, that is one thing.

The second thing is, I think we need to look, as I indicated in my statement, at each sector and look at what are the problems and prospects sector by sector and give ideas, find people who maybe have done something or have ideas and then work with the missions and the regional bureaus to develop projects.

Mr. PEASE. Can you point to AID initiatives specifically designed to raise women's income levels, skills, productivity, and employment?

Ms. FRASER. Yes; and we will in the report. I would like to say, though, that I think we need to look in many of these countries beyond income levels, because when you are dealing with women's contribution to the economy, frequently, as I said earlier, their work is unpaid. There is also a great sort of barter economy going on, especially within poor societies, so that just looking at income does not measure what is going on. In our own country—I will give you an example. It is one Irene Tinker frequently uses. A study was done in a ghetto area in a major U.S. city in which the study pointed out that virtually no one had any income. Well, we all know that that must be false, because they existed. I think the same thing only even in greater proportions exists in developing countries.

So far as skills and productivity, yes. Most of the programs are aimed at that, and I happen to be a great believer in education and training as a long-term answer to this whole question, because I don't believe that a country or a region or a group can really develop without knowledge and information.

Mr. PEASE. So you would see projects to encourage the education of women as an important part of women in development?

Ms. FRASER. A great part, and by education I do not mean just formal education, but I do not want to neglect formal education. One of the things we are doing right now is a study by a woman who just returned from Liberia who feels very strongly that—and I want to put this rather carefully or I will get into trouble—that the emphasis on nonformal education may be shortchanging girls and women, because formal education is needed very badly. She is going to try to document relationship between formal education, fertility, employment, income, and so on. In other words, we are going to try to prove our case.

Mr. PEASE. How many different women in development projects does AID have going?

Ms. FRASER. We don't really know yet, partly because of this definitional problem. What is a women in development project? Is it a rural electrification project? Is it part of a rural electrification project?

Mr. PEASE. Do I gather, then, that there are none which were consciously designed as women in development programs?

Ms. FRASER. Oh, no. No, no, no. There are some which have been consciously designed. Most of them are new and are not really in place. They have been designed, planned, and are about to be implemented. They are just starting.

Mr. PEASE. Could you give me five examples so that I can understand what it is we are talking about?

Ms. FRASER. In Latin America, there is a big project called the Media Project for Women. What it really is is an education and training project, and an investigation project, finding out who has done small projects, where, have they worked, and can they be replicated in other places. The Upper Volta project is another one. We are doing one, we, the Women in Development Office in Tanzania, that is essentially a nutrition education project, as well as an information-gathering project. A woman who has worked with village women is using tape recorders, putting a message on, and also then having meetings and getting information from the village women to both find out what they know about nutrition and what they are doing to change things, what they figure their needs are.

Elsa, can you help me with a few more? We have underway but we are not sure it is going to go—one in Thailand on infant feeding—breast feeding and formula feeding. Interestingly, at our Tucson conference, a woman from Ghana said the one thing they need is help in developing an infant weaning food that can be locally produced and grown and processed, because they have no milk except mother's milk, and a weaning food is important.

We are doing profile projects in some countries.

Ms. CHANEY.[1] I think one of the most interesting ones was one that was misunderstood when it was first proposed, and that is a women's university dormitory in Afghanistan. It was not understood because unless women have a place to stay that their parents in the Provinces believe is safe, according to the traditions of the society, they simply could not enroll in the university. So that is about to go forward, and that is certainly very specifically and consciously designed for women.

Ms. FRASER. And if they could not enroll in this university, there would be no women teachers in the rural areas, and girls then could not go to school beyond puberty, because they could only go to school with women teachers, so it is a whole cycle.

Mr. PEASE. Tell me more about this weaning project. I can understand how that helps women. What is the development aspect of that one?

Ms. FRASER. It is an interesting question. I would assume that if women are breast feeding children, and there are employment opportunities, something has to be done. Either there must be day-care facilities, or there must be a good formula or weaning food.

Ms. CHANEY. Another thing that I have been watching very closely are four small projects in science and technology. They are very small but interesting. One is to use solar energy to develop a solar oven, another a solar pump, and a solar stove, and a solar grinding mill, and if these can be developed and replicated, I think it will be very helpful. Because of the drudgery that women have to undergo, any kind of projects that are energy saving and productivity increasing, such as these, are worth watching, and these were specifically designed with women in mind.

[1] Elsa Chaney is Deputy coordinator, Office of Women in Development, Agency for International Development.

Mr. PEASE. Good. A staff review of 25 Latin American women in development projects and 11 African projects for 1977 shows 12 percent of the Latin American projects and 54 percent of the African projects are for income-generating programs. What are the reasons for differing regional emphases? Is enough being done to raise the economic status of women in developing countries?

Ms. FRASER. I think this represents the traditional division of responsibilities in the various areas. Among African women there is more of an assumption that they are economically responsible for their children. In Latin America that is not true, so that there is more need for income-generating projects in Africa than possibly in Latin America. It is wound up in a lot of other things, but that would be the major one, I would think.

Mr. PEASE. What is AID and the Women in Development Office in particular doing to encourage host countries to place women in positions of authority?

Ms. FRASER. I guess indirectly we are doing it, through international groups like this U.N. Commission on the Status of Women, and I am a delegate to that, encouraging more women in positions of leadership. We are also trying, and not very effectively, I do not think, to train more women for positions of responsibility. Partly it is a process of formal education and training, and why I would again go back and argue for education. Women have to be more qualified, frankly, in developing countries as well as here, and education and training is the major qualification.

We are trying to promote more training, and it is why I was very interested in the travel grants and in training.

Ms. CHANEY. Could I add one thing to that? I think that that is the provision for the regional, the new regional U.N. economic commission offices at ECLA, ECWA, ECA, et cetera. We certainly supported the provision that if these offices are going to receive money, then they must take on three women in professional positions in the regional commissions in Santiago, Chile, and in Africa.

Ms. FRASER. This was a string we attached to our contribution. I do not know if it will stay there, but we did it.

Mr. PEASE. Are local women involved in project design and implementation of AID projects?

Ms. FRASER. Not as much as we would like. I would guess that local men are not, either.

Mr. PEASE. Yes.

Ms. FRASER. I think this is probably a participation problem that we have to address generally. It is hard, though, I would think, for one government to deal with the citizens of another government directly. I don't think we would like it, and I think it is probably difficult. I think therefore the PVO's, as we call them private voluntary organizations, have a real role to play. They can serve as sort of a neutral intermediary, and in many ways that is why I am very interested in women's organizations, because they can provide this intermediary role.

Mr. PEASE. Would you explain to the extent that you can what the operations of the Office of Labor Affairs, more specifically their program on labor force integration entails, and to what extent they consider the role of women in their activities?

Ms. FRASER. We are working on that. The Office of Labor Affairs, as I understand it, is a unique creature. Others here probably know it better, but it has feet in both AID and State. It does have and has historically had an interest in women participants in the labor force, and has worked with women's bureaus in many of the countries, notably Latin America, and in other places. We are trying to work out how that—how we work together. Mrs. Adler, who is in the bureau, is very interested in these regional economic commissions and in women's bureaus, but as I said earlier, I think employment is only one small part of the problem.

We are really dealing not so much with jobs, I don't think, as with income-generating activities, and this whole business of a subsistence society, how do you move people from that level to the next level.

Mr. PEASE. Where is the Office of Labor Affairs located, which agency or department?

Ms. FRASER. It is separate, I think, still. Wait a minute. Or is it going into the development——

Ms. CHANEY. I think it went into the Development Support Bureau, I believe.

Mr. PEASE. The Development Support Bureau of AID?

Mr. WEIHE.[1] No; it is in the Bureau for Private and Development Cooperation.

Ms. FRASER. We are getting organized over there. One day we will have a chart.

Mr. PEASE. Our very first task is to find out where these agencies are. [General laughter.]

Ms. FRASER. I know her phone number.

Mr. PEASE. Do you know where it is physically located?

Ms. FRASER. Over in Rosslyn. At least her office is.

Mr. PEASE. I think we might want to have the staff check that out a little more. [General laughter.]

Can you tell me how the DAC Committee originated?

Ms. FRASER. First we had a meeting in Canada of a number of donors, representatives of women in development offices, and we suggested to DAC, this informal group, that it ought to have a meeting on women in development, and subsequently it did.

Mr. PEASE. What is the full name of the committee? What is the term? Not on order, but——

Ms. FRASER [continuing]. In the pipeline, hopefully, and one intergovernmental personnel person who will be an academic person probably. We are cooperating with other arms of PPC on this IPA to get a broad range of social science capability within the PPC through the IPA. We think we have a good rural development woman. We will see if we can get her.

Mr. PEASE. How much money is being requested by AID for WID programs in fiscal 1979?

Ms. FRASER. Fiscal 1979? I think I am authorized to say that the Agency is willing to support the amendment of the Coalition for Women in International Development that was presented on March 8.

[1] Theodore Weihe is congressional liaison officer for the Agency for International Development.

A final decision is awaiting Governor Gilligan's OK. We do not expect any problems, and we expect that the Agency has determined to make the commitments. The amendment is before the Governor, and we would expect his decision shortly.

Mr. PEASE. That is an amendment that would provide up to $10 million?

Ms. FRASER. Right.

Mr. PEASE. Of already appropriated funds?

Ms. FRASER. Right.

Mr. PEASE. I note that the amendment says up to $3.5 million shall be available for the projects, programs, and activities of the Office of Women in Development. What is the difference between the $3.5 million and the $10 million?

Ms. FRASER. $6.5 million.

Mr. PEASE. Thanks a lot. [General laughter.]

Ms. FRASER. But I think that the real—the right answer is that we hope that the $6.5 million can be used sectorally for those women's component projects that I mentioned earlier. I did not pick the figure of $3.5 million, but I will be glad to have it, and that would be to do the—to put it briefly—to do the things the other parts of the agency won't do, to be the pioneer and to do the training in women in development, and the communicating.

Most of our materials in the whole field of women in development are Xeroxed. This is true of any new field. It is called fugitive literature. That has to be disseminated, scattered over, broadside, to whoever is interested to keep promoting the cause and showing people how to do women in development projects.

Mr. PEASE. Well, is it your expectation then that the $3.5 million would be spent domestically in the United States in Washington?

Ms. FRASER. I don't think I can answer that question. I hadn't thought of it. I had not thought of it that way, because I think that missions will come to us, as they have in the past, and we have said no. We have not made friends that way, with things they want to finance, new opportunities. So, I guess my answer is no. We would think of some of that as available to missions for quick new things that they might not have in their budgets.

Mr. PEASE. You have six or seven people now in your Women in Development Office. If this $3.5 million is earmarked not only for the projects but also for the programs and activities of the office, what sort of expansion would you envision in your office?

Ms. FRASER. It depends on the way we ultimately organize the network within the agency. I mean, I think frankly that we would need some more people. How many is another question. I really do not envision building up a big staff in our office. What I would rather do is have capable professionals in every single sector. I think that would be much more effective, and in the long term that is what we are aiming at.

Mr. PEASE. What do you mean, in every single sector? In other offices of AID?

Ms. FRASER. Yes; in every office of AID, and in missions, and in the geographic bureaus. It will not work unless we get people there.

Mr. PEASE. That would be a person in each sector, in each mission whose primary responsibility is women in development activities?

Ms. FRASER. I think in the missions this would be important. In the other parts of the Agency, it is important to be able to deal with everybody, and to essentially train everybody ultimately so that women are to become totally integrated—women's concerns and needs integrated into the whole of the agency. That is going to take a while, but I don't think one person per unit really does it, because that unit will say, we've got this person, she will take care of women in development. I don't think she can, alone.

Mr. PEASE. Let me turn to some general questions. One can hardly be opposed these days to equality for women, certainly not in the United States and by extension elsewhere in the world. So, I think it can be taken as a general good end to promote equality for women, certainly nondiscrimination in the work force, and that sort of thing. What kind of thought has been given to the effect of this emphasis in countries overseas?

I guess what I am driving at, are we supporting equality for women because we think it will have an overall positive impact on the development of those nations, or do we do it in the knowledge that equality for women is right, despite the fact that it may have a negative impact on development?

Ms. FRASER. I do not think it will have a negative impact on development. I think lack of equality does. But I don't think we should talk only about equality, and I was reminded of that again at the U.N. Commission on the Status of Women. The developed countries or the industrialized countries talk about equality, as Ms. Sipila says, and the developing countries talk about development, integrated development, women participating in development, and the three-part theme of the World Plan of Action in the Decade is equality, development, and peace.

I think what we are promoting is development and women as equal participants in development and ultimately equality, so that we get essentially good development. Let us take our own country. I know that it is dangerous to make the parallels, but we are a relatively newly developed country, especially where I come from out in the middle of the country, and I keep saying development is within my oral history, our development tradition. My great grandfather homesteaded, and I guess that I believe our system beyond the Appalachians of the free, compulsory, coeducational education geared to development was probably one of the major factors along with free land in our development.

I was talking to the man that heads our International—IIA—and——

Ms. CHANEY. Intragovernmental affairs.

Ms. FRASER. All right. I have not learned all of the acronyms. I mean, I have learned the acronyms, but not what they stand for. He was saying that we ought to look at our own development, and not draw dangerous parallels, but draw parallels. He was also theorizing that there is only a very small generation of women or families in which women were totally dependent on males' incomes, and that was, in some way, my particular generation, immediately post-World War II, and that that has not and probably cannot in the future be the model, that it is more like, if you want to draw another analogy, the farm family, where the family is an economic unit of production, as contrasted to maybe the suburban family, which is the other model, and

that really we have to look at people, men and women, as participants in the whole economy with different roles, sometimes interchangeable sometimes not, and that we have to take a hard look at development.

Mr. PEASE. I think it is right to be careful about using the United States as a parallel for other nations. We have 150 other nations, and the circumstances vary in each one. To what extent are we concerned about making errors in sociological terms in societies with which we are not all that familiar?

Ms. FRASER. I think we are getting better. We are getting more sensitive, but I think there is also a danger in saying it is safe to deal with the male sector of society and change that, but somehow it is not socially acceptable to change traditions for females. Males and females live together, and you cannot change one-half without changing the other. That is why the point made in the German paper is so important. If you try to change one-half, you may have very negative consequences on the other half. So, you really must consider the total population.

Mr. PEASE. What has been the attitude of client nations, recipient nations of AID projects toward what emphasis we have been able to put so far on women in development?

Ms. FRASER. Well, I guess I would say that men have some of the same characteristics all over.

Mr. PEASE. They are all chauvinist pigs?

[General laughter.]

Ms. FRASER. No, no, but they were all socialized a certain way, and the governors of developing countries were mostly educated in the Western World, so that to them modernization is the model that we are just working out of, and for a lot of their spouses, that is also true. On the other hand, there is really a kind of international women's movement which is part of the whole, I would say democratic—with a small "d"—movement around the world. Everyone knows that some people have it better, and that they ought to have their fair share, so that I guess we are going to find that there is going to be a push for participation of women within countries—we know it.

I have been at Status of Women Commission meetings, international ones, over the last few years, and I can tell you there is a difference in the last 4 years. Women from the other nations are getting more aggressive in their demands within their own nations, and when I was in France, they were having their elections, and there were a lot of women active.

Mr. PEASE. Well, these male chauvinists who happen to be in charge of the government——

Ms. FRASER. It is your term, not mine.

Mr. PEASE [continuing]. Who happen to be in charge of the governments of recipient nations, do they resent our emphasis on women in development? Is it an impediment to our working with them for projects that make development sense?

Ms. FRASER. I don't know. I don't think it is a major impediment, and I think it will vary sector by sector, country by country, person by person. I think most people understand or are beginning to understand that we are more serious about that, and that a lot of people are more serious about it, and I think a lot of people accept the fact that you cannot change one-half of the society without changing the other.

Ms. CHANEY. Could I interpolate something which Arvonne hasn't even seen, because it was just handed to me by Dr. Anne Van Dusen, of our Near East Bureau? She has done a very creative kind of pushing behind the scenes, and is now going to be sending women-in-development experts to about five Near East countries, and this telegram says that the USAID Mission Director made a courtesy call on the new Minister of Social Affairs, who raised with him the possibility of U.S. assistance in three areas of major concern to him, and the first was the productive family program, which provides training to women young and old, in household management skills and/or income-producing skills adapted to local availability of raw materials. Training is aimed at improving family budget allocation, child care, health and nutrition, and increasing earning power of women so as to eliminate dependence on welfare assistance.

So, here is a new Minister of Social Affairs, male, coming to the USAID mission and saying, one of my three major concerns is the women of Tunisia.

Ms. FRASER. And that reminds me of a man from the Cameroon who is here for training, who came in and talked to us about projects and activities in rural development, extension beyond the typical home economics, because he said in his countryside most of the women are farmers and they need help.

Mr. PEASE. I was happy for that contribution, because my next question was going to be specifically what has been the response from Arab countries, and Tunisia is an Arab country. Do we have any other examples of responses?

Ms. FRASER. Morocco has a training project. Egypt—the man from the Egyptian desk called me and said, "Help, we need some projects here and some ideas." Jordan, the Crown Prince of Jordan had me to lunch, along with his women's affairs adviser, because in Jordan many of the men have gone off to the oilfields—the same thing in Yemen—and the women are the reserve labor force. They are not trained, and they need assistance.

Mr. PEASE. Let me pick up one specific thing. The amendment that proposes $10 million to be earmarked and then $3.5 million, is it $10 million plus $3.5 million, or $10 million of which $3.5 million will go for specific activities in your office?

Ms. FRASER. That is an interesting question. I think the proposal is $3.5 million of $10 million, but I would gladly settle for the other.

Mr. WEIHE. I don't know how informal this is, but "earmark" is a technical term, and we are not really talking about an earmark.

Mr. PEASE. That is quite true, but the point is the same either way; I want to have cleared up whether the $3.5 million is included in $10 million or is in addition to.

Ms. FRASER. I think it is fair to say that we do not think that that is all that the agency will spend on women in development, but that that is the pioneer money, for want of a better term.

Mr. PEASE. Very good. I have exhausted my list of questions. Do you want to add anything?

Ms. FRASER. I guess I would like to reemphasize that the question of the female-headed household and the patterns of migration are terribly important to be looked at, the whole question of education and training, both formal and nonformal, women's organizations

and the role they can play, the need, though, to do profiles, and the longer I am there, the more I think it is necessary to do a country-by-country, region-by-region study about what women are now doing, because we get figures like a 6-percent participation rate for Pakistan, which would mean that only 6 percent of the women work. Well, it is how you define work, but a country-by-country, region-by-region profile on what women really are doing and what needs to be done, who is already doing something and what the needs are.

Mr. PEASE. I am glad you have that emphasis. I would agree with that. This whole area is somewhat new and somewhat nebulous, and to the extent that you can pin it down by taking an inventory, as it were, of where you stand, I think that would be most helpful.

Ms. FRASER. There are no worldwide answers. I think the answers are in countries.

Thank you very much. I appreciate this opportunity.

Mr. PEASE. If no one has anything else for the good of the order, we will declare this informal meeting closed, and we will all go off to see if we can find the Office of Labor.

Mr. WEIHE. That office is in the Bureau for Private and Development Cooperation, Near East Bureau, which includes the PVO activities, food for peace, American schools and hospitals abroad reimbursable development programs and foreign disaster assistance. We put those all together.

Mr. PEASE. And it is a bureau within AID?

Mr. WEIHE. Yes.

Mr. PEASE. That is very reassuring.

Thank you very much.

Ms. FRASER. Thank you.

[Whereupon, at 2:55 o'clock p.m., the subcommittee adjourned, to reconvene at the call of the Chair.]

APPENDIX 1

Statement by Koryne Kaneski Horbal, U.S. Representative on the Commission on the Status of Women, in the Third Committee on the Decade for Women, October 20, 1977

On behalf of the United States delegation, and especially on behalf of my sisters in my own country, I would like to say how honored I am to be working in the Third Committee on the consideration of this agenda item on the Decade for Women. The revolutionary frontier of the years since World War II and the frontier for many years to come, is the struggle for social justice, individual rights and autonomy: a struggle against all those false and unjust social structures and labels that restrict our lives and our dreams based on sex or race or class. The movement against the domination of one race by another was the first phase of that struggle, and it is not over. The movement against the internal domination of one class by another is advanced in some countries, and newly vital in others. But all over the world, the struggle--the movement against sexual caste, against systems based on colonization and domination of women--is beginning a new wave.

Some anthropologists believe that the subjugation of women was the pattern for all other political subjugations of race and class that were to follow. Clearly, wherever racism and classism are strongest, women are most restricted, if only out of the need to keep certain races, certain classes, clear in their lineage and their power. But whether or not women's subjugation was the anthropological pattern for others, it is clear that as long as it remains, so will a callousness to injustice and that itself will allow other injustices to be tolerated and to survive.

The draft Convention that the UN Commission on the Status of Women has drafted is part of this worldwide movement against all systems based on sexual caste; systems that oppress women primarily, but also penalize men through gender-based restrictions and assumptions. I look forward to our shared work in perfecting that draft. Though

I speak here today primarily on the Convention, and on the worldwide need for increased tangible, practical action on women's basic needs, I would like to reserve time later in the session to speak on other aspects of the UN Decade for Women.

It is a truism among women that our best, indeed our only, textbooks, are our own and each other's lives. Politicians have too often told us that our lack of power was inevitable, even natural. Scholars have too often served to intellectually justify the status quo. Religious institutions have too often enshrined the earthly power structure, even inventing now and future punishments if we did not obey teachings which consigned us to secondary status.

Because we have learned to combine our experience, to recognize shared truths in each other's lives, and thus reveal a common political pattern, it is often said among women that "the personal is political." I hope it is a sign of some change, therefore, that I stand before you today as a woman appointed because of my work with and support by the women's constituency in the United States not because my husband or my father made political contributions.

I am grateful that I have been able, with the help of my sisters--and some of my brothers--to contribute and to work on my own. But I ask you to consider for a moment all the millions of women in every country, including my own, for whom this is not true.

I ask you to consider the mil'ions of creative, industrious, essential workers who are never paid for their work because it is done in the home, in the so-called "private" sphere; and whose work is not even included in the Gross National Products of their own countries. It has been estimated, for instance, that if the work of homemakers were included in the GNP, it would immediately rise by 25%.

I ask you to consider all the women, in my own and other countries, who do have salaried positions outside the home, and who therefore have not one job, but two; because the care of house and children is still assumed to be theirs and theirs alone.

I ask you to consider all the women, in my own country and in others, who are not even allowed the power over their own bodies, and who must risk their health and even lives in forced motherhood; who must assume the years and years of care for children without ever having chosen that for themselves. As long as women are regarded as the most basic means of production, to be controlled by the patriarchal family or tribe or nation, we can have no freedom. How can we control any part of the world outside ourselves, when we do not even have control of our bodies from the skin in?

I ask you to consider all the great musicians whose talents have been locked in houses and huts, expressing themselves in lonely work songs and lullabys.

I ask you to consider all the great writers who have been locked in illiteracy, and all the literate women whose only permissible forms have been letters and diaries.

I ask you to consider all the great artists who have faced a world in which art, by definition, is what men do--usually European men at that--and crafts, by definition, is what women and natives do.

I ask you to consider all the outcasts who have tried to live as free women, and been punished for it: the witches and gypsies and village crazy women who were lonely freedom fighters; the witches who carried freedom to other women by teaching contraception and medicine for women, and who often paid with their lives.

I ask you to consider the women who are increasingly locked out of most progress in their own countries, polarized at an even greater distance from their husbands and sons by a complex technology whose secrets they are never allowed to learn.

Most of all, I ask you to consider the waste of human talent. If we continue to select our leadership by eliminating all the women, and additionally eliminating many men by race and class and religion, we shall continue to be in the trouble we currently find ourselves. The end of the mathematical process is that, in my country, for instance, most leaders come from, at a generous estimate, 4% of the population, and that is far from unique. The leadership crisis in the world today is a just punishment for our prejudices of the past.

But we, like so many countries, are trying to change. We are changing not only because of abstract principles set on paper, but because millions of women have decided that they will not settle for injustice anymore. We are changing because there is a women's movement, and because feminism--which simply means the belief that women are full human beings--is a great and lifegiving realization among both women and men.

Inspired by International Women's Year and by the UN Decade for Women, the United States Congress passed legislation giving Federal funding to massive women's conferences in every state and territory. The delegates elected at those conferences, and the issues raised by them, will be present in Houston at the National Women's Conference in November, the first national, representative conference for women to which this country has ever given the support of its tax dollars. The Plan of Action that results from Houston will be given

to Congress and to the President for reply and for enactment. No more will mystified male experts be able to ask, "What do women want?"

I am also pleased to report that the new Carter Administration consults with representatives of the women's constituency during the formation of its major policies. We are working for the requirement of an impact statement for every piece of Federal and state legislation, so that we can judge its impact on the female half of the population in a way that was rarely even thought of before.

On behalf of my delegation, I would also like to say that the Convention on the Elimination of Discrimination Against Women will be given the highest priority.

I would be misrepresenting my sisters in this country, and giving false witness to my sisters in other countries, if I did not say that American women are a very long way from equality.

Educated women earn less than men with the same or lower education level. Women are 40% of the American labor force, yet we are now just as ghettoized in all or mostly female jobs of service and clerical work as we were in the early days of this century when we were a very small percentage of the work force.

American women have learned the hard way that technology is not a good in and of itself. When we worked on the farms as families, with each relative having an economic role, we were still in a patriarchy, but it was a more egalitarian one than post-industrial times, when men were taken out of the home to factory jobs, and women and children became economically dependent, and ghettoized in the home, far away from the workplace, for the first time. Technology only benefits those who control it.

We have learned that our political rights are not equally shared. And we have learned that political rights themselves are valued according to their value to men.

Even women working within these very halls, in these meetings devoted to world peace and social justice, have discovered that the United Nations is not itself a non-discriminatory employer. We have also discovered that a root cause of violence is not always understood, even by those most devoted to peace. Sex roles help to perpetuate and necessitate violence, in our own countries and in the world. The most peaceful societies are those in which the sex roles are least polarized; in which boys are not taught that

they must be aggressive in order to prove their masculinity, and girls are not taught they must be passive, and tolerate aggression, in order to prove their femininity.

While recognizing that many of us here today are still a long way from achieving the equality we desire, we believe that it is essential to point out that all of us here today represent the privileged men and women on this planet. It is incumbent upon us to demand not only better conditions for ourselves, but to focus the majority of our time and effort on assisting the two billion women and the two billion men who are outside of this small group and who are looking to us for leadership. We have an obligation to help <u>them</u> more than we help <u>ourselves</u>.

We do not want the UN Decade for Women to become a self-centered effort on behalf of a few women in each country. Our greatest efforts should be directed towards the basic human needs of those who are the least privileged, towards those who have yet to enjoy adequate food, clothing and shelter. We have made an encouraging beginning in this direction with the establishment of the Voluntary Fund for Women which will emphasize technical assistance programs in developing countries. We do not take for granted that the developed nations are in a position to dictate to the developing nations the methods they should use to achieve their goals. Members of the United States delegation have, in the past year, had an opportunity to visit a large number of developing countries and to observe women's development projects currently underway which were wholly the product of local imagination and efforts. We have observed that the developing countries are in many instances far ahead of the developed world in their attitudes and treatment of women but they lack the resources to put their ideas into motion.

It is our responsibility to serve the needs of women in developing countries and to help them obtain the financial resources to carry on the work they want to undertake. We should use the Voluntary Fund for this purpose but also focus greater attention on the priorities and uses of the UN regular budget. It is essential for us to mobilize all the resources of the UN system along the proper lines if we are to make any real impact on the status of women.

Together, we can begin to make this a world in which no one is born into a life of restriction or injustice based on labels of sex or race. Human rights can at last be a phrase in which all people feel included.

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APPENDIX 2

Summary Report on the Informal Development Assistance Committee Meeting on the Role of Women in Development

BACKGROUND TO THE MEETING

1. The informal meeting on the "Role of Women in Development" held by the DAC on 9th and 10th March, 1978, was arranged at the request of a number of Member countries. (1) In June 1977, a Colloquium on Women in Development, held in Ottawa and sponsored by the Canadian International Development Agency (CIDA), had proposed that a special DAC meeting should be held in 1978 to explore further the initiatives and potential donor assistance.

2. The Chairman opened the meeting recalling the October 1975 DAC Meeting on the "Integration of Women in the Development Process", its conclusions and the results of subsequent work, and outlined the issues for discussion at this meeting (cf. Annex II, Introductory Statement by the DAC Chairman). Mrs. Sipilä, Assistant Secretary General of the United Nations for Social Development and Humanitarian Affairs, made a statement on the follow-up to the Mexico Conference and the implementation of the Decade for Women, which is summarized in Annex III.

MAJOR TOPICS DISCUSSED

3. The meeting focused essentially on aid activities aimed at promoting the role of women in the development process. A number of specific cases were presented and discussed and in particular two projects in Africa, one in Upper Volta and one in Niger.

- A US AID supported project in Upper Volta was presented by Miss Rouamba, of the Ministry of Rural Development of Upper Volta, and Dr. Barnes, of the AID Mission in Upper Volta. Started in 1977, the project aims at improving the social and economic well-being of people in rural areas and, in particular, at the integration of women in this process. Three activities are being launched: (i) a $560,000 fund is to provide credit to individual women and groups of women to finance the purchase of equipment (such as motorized mills for grain grinding). (ii) a training programme is to upgrade the extension workers who are to help the women; (iii) an information system, including research, monitoring and evaluation. The project is to reach directly 60 villages but should be highly replicable in other areas of the country (cf. Annex IV).

(1) The documents made available for the meeting are listed in Annex I.

- The promotion of the role of women within an integrated rural development project in Niger was presented by Mme. Corrèze. The project, started in 1973, is financed mainly by the European Development Fund, with a participation of French bilateral assistance as regards particularly the participation of women. As a first step a survey was conducted to clarify the priority needs of women and obtain information on their productive activities and their income. Local women advisors ("animatrices") were then selected and trained through a series of courses. This approach should be extended to 345 villages by 1980 (cf. Annex V).

4. Some of the points which emerged from the discussion of these two projects, generally considered as highly interesting, were the following:

- Adequate time should be devoted to preliminary studies before the start of projects in order to understand local customs and traditions regarding the role of women, which vary a great deal. Such surveys take time and patience.

- The situation of women often deteriorates as a result of the modernisation process, unless special steps are taken to avoid it. Men, however, tend frequently to overlook or oppose development assistance activities concerning women. Donors are seldom asked to support this type of project.

- Women often lack time to participate in new activities. It is important to investigate to what extent rural women can be freed from domestic duties to participate in training activities, and subsequently in income-producing activities.

- The lack of co-ordination between different projects in the same country or even in the same region, and the insufficient co-ordination of activities of the various government departments on the spot has proved an obstacle to the efficient implementation of the projects. Project execution should rely as much as possible on local administrative structures.

5. An example of research conducted on women's situation in developing countries was presented by Dr. Youssef, a US AID sponsored project on Women-Headed Households. The data gathered in a number of developing countries reveal that between one quarter and one third of all households are

de facto headed by women as a result of migration, mortality patterns, divorce, and non-traditional mating patterns. Despite the common assumption that the traditional family offers protection to its members, it appears that women-headed households constitute a major section of the poor in all countries. Development policies have not made sufficient provision for injecting purchasing power into the poorest strata of society via the incomes of working women (cf. Annex VI).

6. The administrative implications for aid agencies of increased efforts in support of women in developing countries were illustrated by the case of the Danish aid agency, DANIDA, presented by Mrs. Lehman-Nielsen and Mrs. Kramer. After the Mexico Conference, the Danish Council of International Development Co-operation, an advisory body with 75 members representing various public and private organisations, passed a resolution stating that DANIDA should take special action towards the implementation of the World Plan of Action. A working group was set up to work out an Action Plan. Its report, presented a year ago, lists action that should be taken in order to ensure that women-oriented aspects are taken into consideration in all parts of the Danish aid programme. Several participants expressed the opinion that projects aimed directly at women should only be the exception, and that the consideration of women's problems should be integrated in all aid projects. It was noted during the discussion that when establishing checklists for aid administrators on the role of women, care should be taken that these lists do not only reflect Western attitudes; developing countries should be involved in their elaboration. In this respect the quality of the relationship to be established with women in the developing countries is of great importance.

7. During the general discussion, aid activities and policies concerning women in developing countries were presented by participants from Australia, Belgium, Denmark, Germany, Japan, Netherlands, New Zealand, Norway, the United Kingdom, the United States and the World Bank. Particular attention was given to the need for closer co-operation between Non-Governmental Organisations in donor countries and in developing countries. A summary of the indications provided by participants on this subject can be found in Annex VII.

CONCLUSIONS AND RECOMMENDATIONS

8. In his concluding remarks, the Chairman stressed the following points:

(i) a more adequate address to poverty must remain the overriding priority and all groups of people irrespective of sexes are equally concerned;

(ii) women are traditionally the principal providers of basic needs, but development has sometimes weakened their ability to perform this function;

(iii) it is important to reaffirm that priorities in the the developing countries should be determined by the people concerned;

(iv) since a generally undifferentiated development effort implies the maintenance of inequalities, a more direct address to the problems of women is necessary for the sake of equity;

(v) basic data are needed to evaluate the situation, role and prospects of women in all development projects.

9. The participants in the informal meeting on the role of women in development made the following recommendations:

- The DAC should permanently concern itself with the problem of integrating women in development, not only through discussions in special meetings but also in any meeting on the whole range of development sectors such as rural development, industrial development, etc.

- The DAC, in its future activities on "basic needs", should take full account of the feminine factor; a strategy which did not bear in mind this factor could not but fail.

- Lack of dissemination of knowledge among economic planners and aid administrators about the situation of women is a main barrier to the integration of women in development. The lack of adequate data on the roles and situation of women in different developing countries often prevents planners and decision-makers from fully taking into consideration the needs of women. It is therefore important to collect and disseminate the knowledge available and when appropriate to encourage new studies, including studies by national researchers in developing countries. It is recommended that OECD, through appropriate channels, collects and disseminates such information.

- The OECD should ensure that the administrative arrangements necessary to implement the above recommendations are carried out without the creation of a separate unit concerned with issues of women in development.

10. The Secretariat (Mr. Führer) undertook to support the recommendations that had been put forward, and stated that the role of women in development would be taken into account in all relevant aspects of its work. The most obvious area was, of course, basic human needs, which is expected to continue to be a major thrust of DAC's work and concern over the next year and more. The next concrete instance will be the DAC Meeting on Rural Development in the Basic Needs Perspective. The Secretariat will attempt to bring some of the

findings and conclusions of today's meeting into the documentation to be prepared for the meeting on rural development. A major DAC meeting is also expected to be held later in the year to take stock of the policy and procedural changes that have been made as a result of the conclusion of the last High-Level Meeting regarding basic human needs. Here again, there will be an opportunity to look at the place of women(1). It was suggested that more explicit account of programmes for women should be given as part of the Aid Review exercise.

(1) In addition a meeting on Population Programmes Post-Bucharest will be held on May 17-19th. It is organized jointly by the Development Centre and the DAC and will consider the findings of a study on changing approaches to population problems and their implications for aid.

ANNEX I

List of documents made available for the Informal DAC Meeting on the Role of Women in Development

a) Documents circulated before the meeting:

Report on Improving the Status of Women in Developing Countries, BMZ, 1977. [DCD/2720(Annex II)]

Women's Role in Development, Direction de la Coopération au Développement et de l'Aide Humanitaire, Berne, 1978. [DCD/2720(Annex III)]

Aid Project Contributing towards the Promotion of Women's Participation in Development, Tokyo, 1978. [DCD/2720(Annex IV)]

Women-Headed Households Project, AID, 1977. [DCD/2720(Annex V)]

Women's Role in Development, AID. [DCD/2720(Annex VI)]

Women in Development, AID, 1978. [DCD/2720(Annex VII]

Integration of Women in Development, NORAD, 1978. [DCD/2728(Annex)]

b) Documents made available at the meeting:

Establishement of a Three-Year Diploma Course for Women in Agriculture and Home Economics, Egerton College, FAO document TF KEN 11 (DEN).

Simple Technologies for Rural Women in Bangladesh, UNICEF, 1977.

Integrated Approach to Improving the Status of Young Women in Developing Countries, Development Centre, November 1976, CD/EDS(76)14.

Demographic Correlates of Woman's Education, Serim Timur, UNESCO, 1977.

The Role of the Canadian International Development Agency in the Integration of Women in Development, CIDA, 1978.

Problems Relating to the Integration of Women in the Development Process, Stockholm, 1978.

The Role of Women in the Development Process - New Components of our Development Policy, BMZ, 1977.

Research Project - Women and Development, Leyden University, 1976.

Women in Development - Policies and Practice, Australian Development Assistance Bureau, 1977.

Women at Work after Vocational School, SIDA, 1973.

AID's Challenge in an Interdependent World, AID, 1977.

New Directions for AID, AID, 1977.

c) Documents available on request:

Women in Moshi and Rombo District, Marja-Liisa Swantz, BRALUP, University of Dar es Salaam, 1975.

Socio-Economic Causes of Malnutrition in Moshi District, Marja-Liisa Swantz, Ulla-Stina Henricson and Mary Zalla, University of Dar es Salaam, 1975.

Women Workers in Dar es Salaam, Marja-Liisa Swantz and Deborah Mahy Bryceson, 1975.

Strain and Strength among Peasant Women in Tanzania, Marja-Liisa Swantz, BRALUP, University of Dar es Salaam, 1975.

Opération de développement intégré en République du Niger, Ministère Français de la Coopération, 1978.

ANNEX II

Introductory Statement by
Mr. Maurice J. Williams, Chairman of the DAC

1. I welcome you to this Informal DAC Meeting on the Role of Women in Development. As you know, the DAC held a meeting on "The Integration of Women into the Development Process" over two years ago on October 10, 1975. At that meeting we also had the pleasure of welcoming Mrs. Helvi Sipilä, United Nations Assistant Secretary General for Social Development and Humanitarian Affairs. The meeting exchanged views on the situation and role of women in developing countries, and on measures to improve their participation in the development process. Papers were presented by Sweden, the United States, the World Bank and the OECD Secretariat.

2. The record of the 1975 meeting indicates general agreement with the need for treating women in development, not as a separate group in aid programmes, but as a conscious concern within the framework of integrated projects - in which, until now, the women's component had been missing. Mrs Sipilä and some delegates, however, voiced the opinion that in certain circumstances, at least in the short run, special projects for women were still necessary and that well designed pilot projects could be quite useful.

3. DAC Members concluded at the 1975 meeting that "women in most cases belong to the most disadvantaged groups in many of the developing countries. All delegates expressed their conviction that development prospects would be improved from priority attention to more fully integrating women into social, economic and political life of their respective countries. Accordingly, DAC Members agreed that their assistance programmes, in responding to the priorities of recipient countries, and taking into consideration local customs and mores, should consciously reflect, to the extent possible, their concern for the active participation of women in the social and economic development process, whether as beneficiaries or, as decison-makers. To this effect, Members agreed that, in co-operation with recipient countries, all efforts should be made to assure that their concern for involving women in the development process is taken into account in the planning, appraisal, implementation and evaluation of developmental activities.".

4. The DAC in recent months has reviewed the role of women in development as part of its work on basic needs. In the Statement on "Development Co-operation for Economic Growth and Meeting Basic Human Needs", adopted by the DAC High Level Meeting on 27 October 1977, Members agreed that "aid programmes should be designed to promote the active participation of women in the development process.".

5. The issue concerning women in development was stated in my 1977 Annual Report as part of the discussion of "Elements of a Basic Needs Development Programme". Permit me to quote from my Report:

> There should be a special effort to include women and girls on an equal basis on educational and service programmes because, in rural societies, their contribution - as agriculturalists, traders, food processors, and preservers, nurturers of children and often heads of households - is as essential to development as that of men. By every standard, excepting perhaps maternal and child health facilities where they exist, services to women lag, and girls are discriminated against in education and, consequently, in employment opportunities. If the problem is culture-based, implementation of equal education laws is a first step; if rural services are unknowingly sex-biased, including women at all levels of programming and administration, both in donor agencies and in developing country programmes, will help ensure that the needs of rural women are understood and receive the extra support they require after years of neglect. The objective is to help women develop their full potential and better exercise their responsibilities as partners on an equal basis with men.

6. Earlier in June 1977 the Canadian International Development Agency held a Colloquium in Ottawa on Women in Development. The Colloquium identified some thirteen basic needs and urgent problems of aid to women. The discussion sessions resulted in a resolution to "seek out the occasion of a Development Assistance Committee meeting so that the most basic problems of survival and quality of life faced by the neediest women of the world could be aired in an international forum of experts". This request was conveyed to me by Ms. Carlisle, on behalf of Representatives from 12 DAC Member countries, and the meeting today is in response to that specific request.

7. May I suggest that at this meeting we concentrate less on statements of desirable general principles and more on how the desirable is being approached in specific cases. Hence, I propose that under our first agenda topic on "aid activities aiming at promoting the role of women in development", we hear from Secretary General Sipilä on the progress of the United Nations programme, and then from our guest from Upper Volta on Women's Role in Rural Development. After these two presentations we could exchange experiences of DAC Members on problems encountered and successful interventions for changing and adapting programmes which hold the promise of effectively involving more women. We could conclude this topic with a review of the need for further research.

8. For the second agenda topic on "administrative issues" we look forward to an opening statement by the Representative from DANIDA.

9. A final session might spell out suggestions and ideas on the relationship between women in development programmes and basic human needs with particular emphasis on assessing unmet needs, the possibility of co-operative projects, and desirable future initiatives. In this we have an obligation to make a significant effort, one comparable to the urgent unmet needs in poorer countries.

ANNEX III

Summary of Statement
by Mrs. Sipilä (United Nations)

1. Following the Mexico Conference, the United Nations General Assembly proclaimed in 1975 the Decade for Women (1976-1985) and endorsed the World Plan of Action (cf. G.A. Resolution 3520 XXX). The World Plan of Action was the first socio-economic plan devised on a global scale to improve the situation of individuals. Naturally, it focused on women, but whatever improvement can be achieved in the situation of women is bound to affect the family as a whole and in particular the children. Unless the situation of women is improved today, the situation of the next generation - men and women - can hardly be improved either.

2. The Mexico Conference produced lasting effects, although it did not propose the establishment of any new organisation. Its success may be due to three main reasons: (i) the studies made in preparation for the Conference made it clear for the first time how disadvantaged was the situation of women in many developing countries, particularly in rural areas and among the urban poor; (ii) the International Women's Year and its programme mobilized women themselves to study their own situation, and in many countries the way in which the message was brought down to the village level was impressive. This may have been the first time women were given the opportunity at the village level to discuss their own needs. Large meetings were also arranged at the province level, often resulting in national plans, and policies; (iii) the International Women's Year took place during the Second Development Decade, for which the International Development Strategy at least mentioned social development among its objectives, and included the integration of women and youth and the well-being of children without, however, proposing special plans in this respect. In the mid 1970s the Population Conference in Bucharest had stressed the interrelationship between the situation of women and the success of any population policies and programmes. The World Food Conference in Rome had added some understanding of the fact that the mother is usually responsible for producing the food. In many ways the interest was created, and this is probably the reason why the General Assembly took so seriously the recommendations of the Mexico Conference.

3. The World Plan of Action was addressed to governments, inter-governmental organisations, NGOs, institutions of various kinds and individuals, men and women. All governments were urged to study the World Plan of Action and to formulate their own national plans, national programmes and national strategies with their own targets and priorities according to their own needs. Just recently, a study has been made about existing national machineries. There appears to be at least 50 countries where such national machinery exists. A useful contribution on the part of the UN may be a compilation of all the material finally received and its presentation in a small handbook to be

used by donor countries' aid authorities.

4. The UN regional commissions were all urged to start regional strategies. Two of the regional commissions had regional plans of action before the International Women's Year - one for Africa and one for Asia and the Pacific. Africa had the first, and very successful, programme, started in 1972, which has been a good example for the others to follow. A plan for Latin America, including the Caribbean, was adopted last year after three years of difficulties, and a plan for Western Asia will hopefully be adopted in May-June 1978 in Amman (Jordan).

5. The intention is not only to have regional plans but also to establish programmes for their implementation, starting with fact-finding and continuing with training and research. The Asian and Pacific Research and Training Centre for Women in Development in Teheran, established under the auspices of ESCAP, has been working for one year on far-reaching programmes, project formulation, etc. UNDP is going to send an expert team to various countries in Asia for help in project-formulation. Latin America is about to start activities, but with a considerable delay because of personnel and other difficulties. The Economic Commission for Western Asia (ECWA) has already had some women working in this field, and a close co-operation exists already between the agencies based in Beirut, which will facilitate getting the programme off the ground.

6. The important event at the global level is the so-called Inter-Agency Programme. All the United Nations' organisations were asked to co-ordinate their programmes in view of the implementation of the World Plan of Action, a necessary step to prevent complete chaos. An inventory of the projects and programmes was made. A teacher training project carried out in Nepal by UNICEF, for instance, was highly impressive. In 1971, there were 14 women teachers in the whole country of 12 million people; last year there were 370. One of the important results of the UN International Women's Year was the change of character of the Voluntary Fund, which was established in 1974, and which the UN General Assembly decided to continue throughout the decade. New criteria were adopted. The Fund should be used first of all for the benefit of women in the least-developed countries, in land-locked and island countries, in rural areas and among the urban poor for five difference purposes - (a) technical co-operation, (b) regional co-operation, (c) inter-organisation co-operation, (d) research and (e) public information. A consultative committee, set up in 1976, recommended last year that $2 million, which remained from the International Women's Year, should be channelled mainly through the regional commissions (some $400,000 each) and that each commission should recruit one programme officer for the initiation of programmes in the region. When project proposals have been worked out, they will be submitted to the consultative committee of the Voluntary Fund, and a world-wide technical co-operation programme will thus be created. The money has not been used yet, except in the case of ECA. The first pledging

conference took place on 8th November 1977 and brought in some $4 million, of which $600,000 was earmarked for the International Research and Training Institute for the Advancement of Women, the rest going to the general activities of the Voluntary Fund.

7. As regards development in the field of research, there is in Asia the above mentioned International Research and Training Institute for the Advancement of Women, and in Africa a similar institute which was established during International Women's Year and is now becoming an important unit for research and training. The international institute recommended in Mexico is to be established in 1978, since, following the Pledging Conference, the necessary starting capital of $3 million is now available in cash or in kind. It is to be located in Teheran.

8. A world movement has been started, where everybody is made to realize that development cannot succeed without the involvement of women, and that the basic needs of people will never be met unless the situation of those that are mainly responsible for the satisfaction of all the basic needs is improved. No progress can be made if the majority of the population, if women and youth, corresponding to 75-80 per cent, are left outside. Popular participation will only succeed if people are given the opportunity to become helpful in order to improve their own situation. With increasing research and increasing co-operation at every level, national, regional and global, through the Voluntary Fund and the Inter-Agency Programme, the next World Conference, which will take place in Iran in 1980 for the review and appraisal of the progress made for the last five years, will have important achievements to report in view of the three objectives of the Year and the Decade: (i) increased equality of men and women as regards rights, responsibilities and opportunities, (ii) increased integration of women in development at every level and in all fields and (iii) women's increased participation in planning and decision-making and thereby also in improving the situation of the people of the world and in strengthening world peace.

ANNEX IV

Women's Role in Development

A US AID Supported Project in Upper Volta
(presented by Miss Rouamba and Dr. Barnes)

1. This project is being implemented within the existing administrative framework in Upper Volta. A Rural Domestic Economy Unit had been set up within the Ministry of Rural Development in 1972 for the mobilization of rural villagers in self-help activities, and two years later negotiations started between the US AID and the Ministry; the latter could by then present a large number of project proposals but was lacking the financial resources for their implementation.

2. The agreement to set up the present project was signed in September 1977. On the Voltaic side, the project is administered by the Domestic Economy Unit of the Interministerial Co-ordinating Committee for Rural Development. The US contribution consists of a cash grant of $1.056 million for a three year period, and personnel assistance consisting of a project adviser, a research adviser and an adviser for short-term consultants.

3. The general objective of the project is the improvement of the social and economic well-being of people in rural areas throughout Upper Volta, and in particular, the integration of women in this process. In order to attain this objective, three "aid programmes" have been launched - a revolving loan fund, a training programme and an information system:

(i) Through a US AID grant of $560,000 to the Government of Upper Volta, a revolving loan fund is being established to provide credit to individual women and groups of women. Each Regional Development Organisation covered by the project will receive 20 per cent of the total to establish its own revolving loan fund, and the remaining 20 per cent will be administered by the Domestic Economy Unit on behalf of other organisations and regions. The credit is to be extended for a period of up to four years with an 8 per cent interest rate. No loans have been granted as yet. Individual loans are intended to be small so as not to burden the debtors with excessive amounts of repayments. A standard set of criteria for loan approval will be laid down, but in general if the project will generate enough revenue to repay the loan, if it directly involves and benefits women, and if it can be replicated in other villages, the loan will be granted. Since agriculture is the main economic activity in the project area, most of the projects chosen are likely to centre on the protection, storage and marketing of crops.

(ii) The training programme will cover mainly the up-grading of the extension workers who are to help the women chose and run their activities. Simple training aids, including audio-visual equipment and booklets, are to be made available.

(iii) The establishment of an information system will comprise research, monitoring and evaluation aspects. The research will cover the identification of indicators which can be incorporated into the regular monitoring system, and is also to provide basic data for future planning purposes. Feasibility studies will be carried out for most of the loan applications, and subsequently a set of reports prepared to monitor the status of the project. Monthly reports will be submitted by the extension workers and official reports submitted three times a year by the regions. It is also particularly important to disseminate information to the villagers on the various options available, for example by mounting demonstrations.

4. At the initial stage of the project certain difficulties were encountered

- the area of land attributed to the rural women has often been too small - 50 women may have to share one hectare; the headman of a village may also, at any time, decide to take back land, which has been successfully cultivated by village women and distribute land of poorer quality far away from the village;

- the time available for communal activities is often insufficient, since the women work 4 to 5 hours a day with the men in the fields belonging to the family;

- the wide-spread system of polygamy implies that a woman among several wives cannot easily request money for her economic activities, whereas a man has complete independence as regards the spending of his income;

- project activities cannot, in many cases, be launched without the involvement of men since, in the villages, they usually decide about the allocation of time and labour, and if land is needed for a particular activity, or if buildings and fencing are to be put up, their consent must be obtained;

- particularly in the education and training activities, extension agents are often confronted with traditions hostile to the emancipation of women, and men do not always give sufficient priority to female activities in this area;

- the lack of co-ordination between this project and other activities (e.g. a UNESCO sponsored functional literacy programme) and between authorities at the national and regional levels is sometimes an obstacle to the implementation.

5. When fully operational, the project is to affect directly 60 villages but with its high replicability through the creation of revolving loan funds and the expected wide dispersion of new technologies and know-how through the introduction of loan financed equipment e.g. for vegetable gardens, motorized mills for grain-grinding, etc., and installations such as village stores, much wider areas will probably be reached. At least 60 Domestic Economy agents for work at the village level and 12 officials linked to the Regional Development Organisations will receive training through the project. It also contains a component for continuous monitoring and evaluation of all activities.

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ANNEX V

Integrated Development Project in Niger
(presented by Mme Correze)

1. The project is financed by the European Development Fund (EDF), but some activities geared towards an increased participation of women are financed bilaterally under the French aid programme. It is to be implemented in three four-year phases (1973-1984) and focusses on the development of agricultural, animal and forest resources. A major emphasis is placed on the distribution of seeds, pesticides and fertilizers. In the component of the project oriented towards the improvement of the role of women, the stress is laid on increasing the cash yields from the agricultural production, particularly of groundnuts, as well as certain animal production.

2. The project is based on agricultural structures and a co-operative system which the Government of Niger has established. In the Project area the so-called technical service units in such fields as agriculture, water supply, forestry, cattle-breeding, etc., are co-ordinated by a Departmental Technical Committee under the authority of the "préfet". A co-operative structure was originally created with a view to promoting the marketing - mainly of groundnuts, of which the Eastern Region is the major producer, with 30 per cent of the total output; the intention has, since then, been to expand this structure to cover also production, the equipment of villages (e.g. with water wells) and the provision of credits. A community development programme has also been set up, comprising, inter alia, training activities in hygiene, nutrition, etc., at the initial stage reserved for the male part of the population. One of the purposes of the present project is the integration of the various administrative services active in rural development with special attention given to the needs of women and youth in this process.

3. The project is being implemented in a situation of serious disturbances in the wake of the drought, which have decreased the subsistence capacity of the region and led to the extension of the cultivated area with ensuing empoverishment of the soil. The aggravated demographic pressure has resulted in a more pronounced rivalry between agriculture and cattle-breeding, a faster monetisation of the economy, in a system where the exchange of vital commodities had earlier followed strict social rules, etc.

4. Before the project activities geared towards the improvement of the women's situation were started, an inquiry was undertaken through interviews and meetings to map out the particular needs and difficulties the women had in the fields of agriculture, cattle-breeding and marketing. The resulting information has concerned the women's occupations, the organisation of their work, the orientation of their production, the landownership situation and the uses made of

their income. When interviewed, the women have often replied that their main problems are of an economic nature but that activities aiming at improving their standard of living and increasing their income often created conflicts with the men. The inquiry covered approximately 20 villages.

5. Following this survey it was decided to establish a self-management unit ("auto-encadrement féminin") per village, each consisting of at least two women, selected according to criteria laid down by the village women themselves. The members have been given training through a series of courses on an annual basis, the first course with a duration of seven days and the ensuing follow-up courses with a duration of five days. Apart from evident topics such as useful techniques in agriculture and animal husbandry the courses also cover more general items, notably the overall objectives of the project, etc. The women participating in the project usually have a patch of land (1/4 or 1/5 hectare) each, and the women cultivators are the sole owners of the yields from these patches - no account has to be given even to their husbands. In addition to crop raising, the women in the region raise animals like goats, sheep and poultry, more seldom cattle. The men often leave their animals on the land owned by the women and the third litter of animals then belong to the women, who can thereby increase their herds.

6. The problems encountered are to be found both at the administrative and the practical level.

- A lack of horizontal co-ordination between the technical service units active within various economic areas in the region (cf. para. 2) has hampered the project implementation, but at the village level efforts have been made, through government initiatives to overcome this obstacle.

- Recruitment difficulties have adversely affected the project management insofar as married women with children, who are preferred for advisory functions by the villagers, could not always be recruited given the substantial target group. Another problem was the excessive mobility of the female advisors at all levels.

- The credit-extending function of the local co-operatives (cf. para 2) faces serious difficulties, since the farmers' savings, which were originally to finance the credits, are under the control of a central Co-operation Union.

- Training activities which imply that the women leave their home villages even for a shorter period are not easily accepted by their husbands and as regards the courses for local advisors mentioned in paragraph 5, this problem was solved by locating the training in or near the home villages, so that the participants could always return to their homes in the evening.

- The severe economic situation has made it difficult for the men to fulfil certain duties laid down by tradition, e.g. to provide their wives and children with clothes twice a year, and they have therefore often been obliged to give some land to the women, who have thereby obtained a higher degree of economic authonomy.

- Since the patches of land placed at the disposal of the women can be withdrawn from one year to the other, the latter have a strong preference for quick-yielding crops and are often unwilling to invest in fertilizers, of which the full effect can be obtained only 2-3 years later.

- The ownership of the yield from the land is not always clear, and the men claim, for example, that the manure from the animals that they leave for grazing on the women's patches (cf. para. 5) belongs to them.

7. The evaluations undertaken in the twelve villages indicate that some 90 per cent of the female population have been reached by the project activities. By 1980, when the end of the second phase of the project will have been reached, 345 villages will be involved in the activities geared towards the needs of women.

ANNEX VI

Women-Headed Households

A US AID Sponsored Project
(presented by Dr. Nadia Youssef)

1. The object of this project was to reveal to what extent women were acting as "heads of household" in many developing countries. Until very recently data-gathering efforts have concentrated almost exclusively on understanding and measuring woman's reproductive and child-caring behaviour, and the quality of economic data concerning women as economic producers is almost certainly inferior to those describing their role as reproducers.

2. Development policies have in turn tended to reflect this uneven coverage of the statistical data. Since the data underestimate the extent to which women either do work, or need to work outside the home, policies have not made sufficient allowance for injecting purchasing power into the poorest strata of society via the incomes of working women. Thus development projects have been directed primarily to those women in childbearing ages, providing information about family planning and nutrition. When they have explored income-raising opportunities for women this has been in the context of providing alternative options to early marriage and motherhood, thereby reducing fertility. For example the 1978 Foreign Assistance Bill makes reference to women strictly in terms of their reproductive role.

3. A corollary to the traditional view of women as homemakers and childbearers places women in the nuclear family structure, where the man is the sole economic provider and head of household. When non-western family structures are seen as non-nuclear, the common assumption is that the non-western family organisation is large and traditional, and that it functions according to "cultural ideal" prescriptions characterized by strong familism, patriarchism and male supremacy. The "traditional" family in many developing countries has been seen as a welfare system, which provides economic, legal and psychological protection to its members, including the women. It is often assumed that women's rights are protected and that they are extended institutional support regardless of whether they are single, married, divorced, widowed or abandoned.

4. In fact, recent academic research has indicated that between 25 and 33 per cent of all households in the world are de facto headed by women, and that in particular regions or social classes the percentage may be higher due to migration, mortality patterns, desertion and polygamy. It has been estimated that such families constitute a major section of the poor in all countries, and that they may well be "the poorest of them all".

5. In situations where the male has to find work in another country, where desertion by the husband is tolerated or where non-traditional mating patterns are prevalent, women must assume the role of family head. In many developing countries, the effect of different mortality levels for men and women and structured mating patterns has been to create a large pool of widowed women who are considered unmarriageable. Particularly where there are children, the remarriage rates of widows is low all over the world. It frequently happens that a rural widow will migrate to an urban area because village life offers few employment opportunities, but once in an urban area her chance of remarriage becomes remote.

6. Where divorce is concerned, it appears that strong social pressures are exerted in many developing countries for the divorcee to become economically self-sufficient. In Central and South America, for example, the employment rates among the divorced/separated group of women are the highest relative to all other marital groups, and continue to be high until advanced ages. In several societies it is clear that when divorce is the "norm" men continue to marry and divorce throughout their life-time, but women do not. Thus the divorce system creates a class of women who are single and unmarriageable (because they are the wrong age) and a number of divorcees who are not always able to remarry.

7. Consensual unions - i.e. where the couple is living together but are not legally married - are particularly common in Central and South America as well as in the Carribean, but because this type of arrangement tends to be unstable it can easily lead to a larger number of single mothers. Common law unions are also unstable, and since economic responsibilities rest in both partners, the woman will have a greater need to work. The same consideration will also apply to single mothers. Statistics for some Latin American countries show that single mothers can represent between 30 and 40 per cent of all single women, and that some 60 per cent of all single mothers may not have any paid work.

8. In 75 developing countries, for which UN and national census data are available, it was found that an average of 18 per cent of all "potential" heads of household are women. The percentage is higher in sub-Saharan Africa (22 per cent) and lowest in South America (15 per cent). Central American and Carribean countries show women forming 20 per cent of household heads, while the percentage for North Africa/Middle East and for Asia is 16 per cent. Within these regional and national differences, there are of course differences between different socio-economic groups.

Such data as are available indicate that poverty is high among families headed by females. Those income-earning activities that can be combined with child care are of the marginal and badly-paid type. The earnings of female "heads of household" have been shown to come mostly from jobs in the informal sector of the economy. It seems that several factors linked with the early stages of development, e.g. mechanisation of agriculture and drift to the cities, produce the conditions which lead to a larger number of women-headed households. But it does not follow that an increase in women-headed households is a catalyst of economic development. Evidence from the Carribbean suggests that the highest proportion of women-headed households occurs in those countries with lowest per capita incomes.

ANNEX VII

Co-operation with NGOs

The main points emerging from the discussion on the involvement of Non-Governmental Organisations in aid activities for the promotion of women in developing countries were as follows:

- Belgium intends to organize in May several information days, to which representatives of all women's organisations in the country and of other organisations active in development co-operation will be invited, with a view to creating a better awareness of women's problems in Africa.

- The Canadian authorities are supporting a programme called Match, which functions as a clearing-house for some 126 Canadian NGOs and as a direct link with women's organisations in LDCs by keeping a roster of Canadian women who can be given the administrative responsibility for contacts with women in LDCs and by channelling requests from individuals or organisations in these countries to suitable organisations in Canada.

- Danish NGOs play an important role in the field of development education by arranging courses, seminars, conferences, etc.

- In the German Women's Council, which serves as an umbrella organisation for 24 NGOs, a working group has recently been set up with a view to collecting information about on-going aid activities and future plans in the private voluntary sector.

- The Norwegian authorities have the possibility to work directly with international NGOs or similar organisations in LDCs if this proves, in certain instances, more expedient than going through organisations based in Norway.

- Mrs. Sipilä (United Nations) stressed that the lack of co-ordination between women's organisations in the donor countries impeded the creation of closer contacts with such organisations in LDCs, thereby depriving the latter of a valuable stimulus to mobilize women for the participation in the decision-making process and in the planning and implementation of projects.

- In the United Kingdom, NGOs have, in addition to their direct development co-operation with sister organisations in LDCs, a far-reaching collaboration with the Ministry of Overseas Development through joint funding of undertakings where the Ministry and the NGOs in question contribute equal amounts.

- The United States authorities are planning to involve to an increasing extent private voluntary organisations in assistance activities focussed on women.

APPENDIX 3

Remarks by Hon. John J. Gilligan, Administrator, Agency for International Development at the Partners of the Americas 1977 International Convention, November 18–22

I am pleased and honored to address this gathering.

I am not a stranger to the work of the Partners of the Americas. As Governor of Ohio I served as Honorary Chairman of the Ohio Partners and took an active interest in the exchanges between the citizens of Ohio and those of the state of Parana in Brazil.

As you know, two other governors have been actively involved with the work of the Partners. One is now the President of the United States. Another is governor of the state of Michigan, the Honorable William Milliken, who will address you later in this convention.

Today I would like to discuss with you what I consider to be one of the most important—and neglected—aspects of economic development.

I would like to discuss with you the role of women in the economic life of the Third World.

For I believe that it may well be women, not men, who will be the decisive force in seeing to it that the world's poor have enough to eat, drink clean water, eat nourishing food, live to adulthood and become literate.

I believe that survival and social development in the Third World may well depend more on the women than the men.

Frequently when we speak of economic development we think of such matters as the transfer of technology, the development of trade policies and the exploitation of natural resources—all of which, of course, are essential.

But in doing so, we tend to minimize the fact that the real key to economic development is people. The most important resource within the borders of any nation is its men and women.

From the beginning of our history the United States recognized that our people were the heart of our land. We were the first nation to perceive that education for all our children was a key to our social and economic growth.

Despite that fact, until recently we denied ourselves the full talents of more than half our population; we denied ourselves the full potential of women and blacks. To the extent we did that, we are a poorer nation.

Therefore, as I address myself today to the economic development of the Third World, and to the fact that the role of women in that development has been largely neglected, I do so with humility.

We haven't done so well ourselves. But we have learned. And I hope that what we have learned can be of use to the less developed nations. Things have changed for North American women. I believe the efforts and example of our women in recent years cannot fail to advance the rights and role of women everywhere.

With that preface, let me give you some facts about women in the developing world today.

Women are responsible for forty to eighty percent of all agricultural production in the less developed countries.

Women are directly responsible for the health and nutrition of their families.

Women are the first, and frequently the only, teachers of the young.

Women are fifty percent of the partnerships that produce children and hence are critical to the planning and implementation of a population program.

These are facts that are basic to the prospects for economic development of less developed countries. Yet they are facts that have been dimly perceived and largely ignored in practice.

Let us explore, for a moment, the issue of women and agricultural development.

We know that if agricultural production in the Third World is not significantly increased there will be malnutrition and starvation on an increasingly massive scale within the next two decades.

We also know that not only are women responsible for a major portion of agricultural production, but their burden is becoming heavier. The lure of the city and cash-producing work is drawing the men away from the farms. The women remain behind to work the land, tend the livestock and raise the children.

It is estimated that some thirty percent of rural families in the Third World are now headed by women. A 1969 census showed that in Kenya alone about 525,000 households had women at the helm.

But what is being done to improve their position or give them the training that would increase agricultural productivity?

Not much.

In nearly all developing countries, agricultural training is given to men only. The result is male instructors who turn their attention to male farmers. The wives, daughters, and hired female laborers are ignored.

Women are additionally handicapped in their efforts to get more from the land they work because of their generally "inferior" social position and the fact that they rarely have legal status, access to credit, or property rights.

The conclusion can be only too clear: If agricultural production and productivity are to increase, development planning in the Third World must give an equal place to the women—particularly rural women.

If rural women have been ignored in agricultural planning, they have fared better—but not much better—in another critical field of Third World development: the planning and implementation of health and nutrition programs.

No country can develop economically if most of its people are undernourished or sick.

Four-fifths of all Third World people have debilitating intestinal parasites.

One hundred million children under five there are always hungry.

Fifteen million children there die each year from the combination of infection and malnutrition.

In the United States the caloric requirement of a typical working woman is about 2100 calories per day. Most North American women receive what they need.

A typical woman working in agriculture in the Third World, because she is smaller, requires about 1700 calories per day. She gets about 1500. In many developing countries, women eat what the men leave.

These are sobering statistics. If something is to be done about them it is surely the rural women—those closest to these problems, who will have to do it.

In some cases, because of the depths of their poverty there is little they can do to improve nutrition and diminish disease.

But in many, many cases malnutrition and disease are the result of ignorance.

The fact is, miracles could be wrought with simple changes of diets and food habits if women only had the knowledge to make these changes.

Nutrition specialists in Africa, for example, have found that there is almost no village where women cannot find the right food for their families, or the right combinations of food, if they know what to look for.

A few greens, frequently found growing wild—a few beans—an occasional egg. A mixture of these ingredients, prepared so it can be spoon fed, and fed daily, can save a child's life.

Public health workers in Malaysia noticed that Chinese children there were surviving and Malaysian children were dying, despite the fact that the same food was available to both. When the situation was investigated it was discovered that Chinese mothers understood the importance of diet—particularly of protein—and the Malaysian women did not.

In short, a small amount of elementary nutritional education can make the difference between life and death.

Fortunately, some governments in the developing world are beginning to recognize the importance to economic development of nutrition education for rural women.

I recall, for example, a recent trip I made to Ghana and a village I visited up-country.

A village girl had received some training in nutrition from a government extension agent and had persuaded her village friends to plant a kitchen garden outside the local clinic.

They had introduced spinach into that garden and called it "clinic weed."

During the visit, the women sang a song for my benefit. I won't try to sing it for you today, but I can tell you that it extrolled the wisdom of planting corn at reasonable intervals, just as it extolled the wisdom of having children at reasonable intervals.

It was a nifty little program and a perfect example of what can be done if you get the information to the people who can do the most with it—the rural women.

If a little information and training can accomplish miracles in nutrition, it can also accomplish miracles in health.

In most of the Third World, women provide whatever health education and care there is. An African proverb says, "Educate a woman and you educate a family." That ought to become a motto for all developing countries and for all of us who are trying to help them.

But if a woman lacks elementary education—if she does not understand how or why disease occurs or how it is transmitted—she has no understanding of the importance of keeping food covered or water clean.

If she has no notion of what viruses or bacteria are, she has little incentive to observe even the most elementary sanitation precautions.

Yet, the single major cause of disease in developing countries is related to the failure to observe elementary household and village sanitation.

But in the Third World, health education for village women has barely begun. Health and nutrition planners are only beginning to recognize and work with a self evident fact: if a country's economic development hinges on the health of its people and if most of the people are rural, women must be brought fully into the mainstream of health plans and programs throughout the Third World.

We all know that as long as population growth equals or exceeds economic growth, standards of living cannot improve.

That has begun to happen, for example, in Nigeria and Ghana. Because of its burgeoning birth rate, Nigeria has been forced to become a food importing nation. Fortunately the country has the money from oil to pay for the food. Ghana hasn't been so lucky.

But what these countries are experiencing may well be the wave of the future, if population growth is not better controlled—and soon. If that is to happen, women must play not only their traditional role, but a new one.

We know that fertility rates begin to fall when two things happen:

First, when a woman is able to nourish her children properly and keep them healthy, thus assuring that they survive to adulthood. Only then are couples in poor countries apt to believe that they dare limit the size of their families.

And second, fertility will decline when the educational level of parents rises. The educational level of the father is important. But that of the women is more so. In Latin America, for example, studies indicate that women who have completed primary school will average about two children fewer than those who have not.

And yet, here again, when it comes to education, women in the developing world get very short shrift.

Most of the literate people in the world today are male. Women comprise nearly two-thirds of the world's illiterate population. More than a half billion women cannot read or write. Between 1960 and 1970 the number of illiterate women increased by forty million.

Development planners have emphasized the centrality of education to economic development. But it is long past time that we start finding the ways to educate Third World women to the limit of their great potential. For it may well be that the future of the Third World rests predominantly with them.

I have been pleased to note the emphasis the Partners of the Americas have placed on the role and importance of women.

Under your aegis home economists from Louisiana have worked with rural women in El Salvador to help increase their income through the fabrication of handicrafts, using local materials such as sisal and coconut fibers.

Nutrition specialists from Oregon, under your sponsorship, are working together with their professional counterparts in Costa Rica in the development of audio visual education to be used in rural areas.

Women on the altiplano of Bolivia now have better opportunities to learn to read as a result of a school construction program conducted by the Utah-Bolivia Partners. With teaching materials developed by Brigham Young University, those who are already literate can teach their neighbors to read.

I commend you for your work on behalf of women.

I commend you for your efforts to build a partnership with the people of the Third World.

I salute you for your efforts to liberate human beings from disease and malnutrition, poverty and ignorance, so that their full potential can be realized in a better world for all of us.

APPENDIX 4

India's Submerged Women [1]

[From the Washington Post, Sunday, Dec. 4, 1977]

(By Hobart Rowen)

New Delhi.—It doesn't take long for the visitor to India to become aware of the sharp gap between the rich and the poor, between the cities and the rural areas, and between the northern and southern parts of the country.

Here in Delhi, one of the more (relatively) affluent Indian cities, migrant construction workers squatting right in front of the government's rehabilitation center provide an ironic contrast between the well-fed and housed bureaucracy and the less fortunate.

But less apparent is what may be the biggest gap of all in India—the gap between men and women.

Mrs. Rami Chhabra, a highly regarded journalist and spokesperson for women's rights, described to a meeting here of the International Press Institute a shocking system of discrimination against Indian women.

"Indian society has built a halo around woman, and then they put her on a crucifix," she told an audience of Western and Indian reporters. The poorest of the poor "are always women—they have become a submerged mass of drudges and peasants," she said.

I have run her account of the place of women in Indian society past government officials and private observers. While some argue with a statistic here and there, no one contests the basic thrust.

This is a story that has been ignored by the Indian press, although the basic research for it was published in a 1975 report by a National Committee on the Status of Women. The discrimination scenario begins with deliberate neglect of baby girls, because boys are likely to be more of an economic asset to the family. It stops only technically short of female infanticide.

Thus from birth to well beyond child-bearing years, there is a higher rate of female mortality—a reverse of the pattern in the rest of the world. India is now one of the few countries where the female population is less that the male, and has been declining sharply. From 970 women per 1,000 men in 1900, the figure is now about 930 women per 1,000 men.

"There is obviously something more than mere poverty at work if malnutritional disease hits more girls than boys," says Rami. According to figures of the Indian Council of Medical Research cited by her, hospital records for treatment of the most virulent forms of malnutrition show admission for males only. Why? "Few girls are brought to the hospital for treatment," she says.

Although the government had a woman prime minister for 11 years, Rami accuses the state of acquiescing in the attitude of "expendability" of women. For example, hospital beds in a major province are allocated two-thirds for men, although a logical tilt would be the other way around to deal with maternity cases.

The real crunch comes on the economic front. In 1917, there were 525 women for every 1,000 men in the labor force. Sixty years later, the ratio was only 210 to every 1,000 men. "In the context of rising numbers of poverty-stricken, this phenomenon of fewer women working is obviously not the result of increased prosperity leading to a voluntary withdrawal of women from work in preference for more leisurely activities," says Rami.

"Rather, it is a case of acute deprivation leading to extreme destitution and of disintegration of families, in a measure giving rise to an increase in criminal and anti-social activities, including prostitution."

The male-dominated media in India and much of the government bureaucracy tend to scoff at Rami as a professional feminist trumpeting a cause. But she seems to have the facts on her side.

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[1] Reprint permission granted by the Washington Post.

BIAS AGAINST ITS WOMEN HURTS INDIA'S ECONOMY

Some government planners take the issue seriously, for they are aware of the loss of national economic potential. But they don't expect to be able to satisfy the demand of women's groups for more and better jobs, or equal pay.

In the villages, women and young girls can be seen doing the routine but tough jobs, balancing on their heads dung-cakes for fuel, fodder for animals, or heavy jugs of water. There are lots of female construction workers, too.

As I write these words in Delhi, female construction laborers make their way up a wooden ramp with headloads of brick, mortar or rock to the third level of an addition to my hotel. Their kids are nearby—tiny tots taking care of infants.

A study of female construction workers done in 1975 by S. N. Ranade and G. P. Sinha suggests that these women probably are illiterates recruited from rural areas. Many are likely to be in debt to money lenders or to their recruiters. According to Vina Mazumdar of the Indian Council of Social Sciences Research, the relationship "sometimes amounts to bondage."

The attitude I found among many Indian men is that the general problem of poverty in India is so overwhelming that they can't get too worked up over the special problem of women. Rami seems to be saying not only that there is no justification for the degradation of women, but that the extraordinary system of discrimination from infancy through later life is a contributory factor to the grim overall economic picture. And no one is doing anything about it.

APPENDIX 5

MALNUTRITION TAKING BIGGER TOLL AMONG MEXICAN CHILDREN [1]

[From the New York Times, Mar. 6, 1978]

(By Alan Riding)

MEXICO CITY, March 5.—In the Cerro del Judio slum overlooking the capital, Rosario Salinas prepared her children's lunch of beans and lentils. "The last time we had meat was on Christmas Eve," she related. "Before that, who knows? We eat what we can buy."

Outside the tin and hardboard shack built by the Salinas family six years ago, two trucks bounced along an unpaved street to deliver Wonder Bread and soft drinks to a tiny grocery that is carrying the message of consumerism into the slum.

"Everything is so expensive these days," Mrs. Salinas said. "What can we do? We used to buy chicken, but that has gone up so much. My husband is not working, so we just tighten our belts. My sister gives me milk some days. Otherwise the children drink corn meal and water."

While malnutrition has long been a chronic problem in Mexico, the recession that has gripped the country for four years has brought even more serious undernourishment to millions of families, both in city slums and in villages. Reliable statistics on nutrition levels do not exist, although the 1970 census concluded that 30 percent of the population, then over 60 million, were undernourished, another 30 percent suffered malnutrition and at least 20 percent were obese because of poorly balanced diets.

FOOD PRODUCTION STAGNANT

Since 1974, though the population has continued growing at over 3 percent a year, food production has been virtually stagnant. Unemployment and underemployment have expanded to include more than half the work force and prices have rushed ahead of wages. For millions all this has meant less to eat.

"The first indicator is when we see infant mortality rising again," said Dr. Adolfo Chavez, head of nutrition in the National Nutrition Institute. "In some really depressed rural communities few children born since 1974 have survived. We have what we call generational holes. But infant mortality is also growing in slum areas of the cities."

Dr. Chavez said that no one died of starvation but that many children succumbed to parasites, diarrhea, measles, whooping cough and other illnesses only because of undernourishment. "More than 100,000 children die here each year because of the relationship between malnutrition and transmittable diseases," he said, "and of the two million or so who are born each year at least 1.5 million will not adequately develop their mental, physical and social functions."

EXPORT AND INDUSTRY ARE FIRST

The Government recognizes that economic and unemployment problems cannot be resolved overnight, and President José López Portillo is emphasizing increased production of basic foods to establish "minimum levels of life and dignity" for lower income groups. The economic and cultural obstacles to achieving even this modest objective are enormous, however.

As in many developing countries, agricultural priorities are, first, food for export, second, food for industrial processing and, only third, food for the population at large. While winter vegetables, strawberries, tomatoes and coffee are being produced for export, for example, the Government must import corn and beans. Similarly, according to official figures, more basic grains are consumed for animal forage than by 20 million peasants.

To change this picture the Government must drastically transform the rural economy, not only carrying out its plan to collectivize thousands of tiny uneconomic plots but also switching credit and other support away from lucrative ex-

[1] Reprint permission granted by the New York Times Co.

ports to basic food. In this it faces at least one painful dilemma: It wants to hold down the prices of staple foods for the hard-pressed urban poor, but it must increase them to stimulate production and raise the incomes of the rural poor.

Over five years the prices of corn and beans has increased, but more slowly than, say, those of the seed and fertilizer that small farmers need to increase their yields. On the other hand, slum dwellers, finding food prices rising faster than income, have been forced to reduce consumption.

DISTRIBUTION A SERIOUS PROBLEM

Distribution of available food also remains a serious problem. Although daily intake is 2,600 calories a person, considered a reasonable level, 30 percent of the population consume less than 2,000 calories while 20 percent receive over 3,500. Similarly, while the poor eat mainly corn and beans, the well-fed minority consume processed food equivalent to 12,000 calories in terms of agricultural input.

The Government's basic food corporation, Conasupo, has established a chain of supermarkets and stores around the country. But, significantly, the largest and best-supplied branches are in middle-class urban areas, while in slums and villages consumers are often overcharged by merchants.

In addition, according to nutrition experts, the poor often fail to make the best of the resources available. In the countryside there is little tradition of vegetable consumption, with peasants growing them only for sale to city markets. In slums buying habits have been distorted by advertising so that the poor may buy soft drinks instead of milk.

Ignacia Chávez de Cabrera lives with her five children in Cerro del Judio in a hut with a mud floor. They have a television and a large stereo set. "Neither works," she complained, "but we are still having to pay for them. It was my husband's idea. He was talked into it by the shopkeeper. Now 100 pesos a week go on those things and I do not have enough money for milk."

APPENDIX 6

RESOLUTIONS/RECOMMENDATIONS ADOPTED AT THE NATIONAL WOMEN'S CONFERENCE, HOUSTON, TEX., NOVEMBER 18 TO 21, 1977

INTERNATIONAL AFFAIRS

WOMEN AND FOREIGN POLICY

The President and the Executive Agencies of the government dealing with foreign affairs (Departments of State and Defense, USIA, AID and others) should see to it that many more women, of all racial and ethnic backgrounds, participate in the formulation and execution of all aspects of United States foreign policy. Efforts should be intensified to appoint more women as Ambassadors and to all U.S. Delegations to international conferences and missions to the United Nations. Women in citizen voluntary organizations concerned with international affairs should be consulted more in the formulation of policy and procedures. (A)

The foreign affairs agencies should increase with all possible speed the number of women at all grade levels within the agencies, and a special assistant to the Secretary of State should be appointed to coordinate a program to increase women's participation in foreign policy and to assume responsibility for U.S. participation in and the funding of the UN Decade for Women. All concerned agencies of the Executive Branch should strive to appoint women on an equal basis with men to represent the U.S. on all executive boards and governing bodies of international organizations and on the UN functional commissions. A permanent committee composed of government officials and private members, the majority of them women, should be appointed to advise the State Department on the selection of women candidates for positions on U.S. delegations, on governing bodies of international agencies, and in the UN system. (B)

(A) Original IWY Commission recommendation adopted by 33 State Meetings.

(B) 10 State Meetings thought this recommendation was important enough to add to the original recommendation.

SUMMARY BACKGROUND:

Women in the United States have traditionally had little or no influence on the foreign policy of their government. With regard to actual employment, women hold a small percentage of mid- and upper-level positions in all of the agencies dealing with foreign policy. They have comprised only five percent of the U.S. Delegations to international conferences. This virtual exclusion becomes increasingly unjust as foreign policy more and more concerns itself with the most basic aspects of their lives, food, energy, population, environmental quality, and the quest for peace in an irreversibly interdependent world. A vast reservoir of talent and interest is being ignored when foreign policy decisions are made. (1)

(1) *To Form a More Perfect Union* . . . pp. 236-242.

U. N. COMMISSION ON THE STATUS OF WOMEN

The U.S. Government should work actively for the retention and adequate funding of the U.N. Commission on the Status of Women, and it should recommend that the Commission meet annually rather than biennially. (A)

(A) Original IWY recommendation adopted by 33 State Meetings.

SUMMARY BACKGROUND:

Abolition of the Commission on the Status of Women, which is the only support system for women within the United Nations, has been recommended in the report of a group of experts on the restructuring of the social and economic functions of the United Nations. Since the Commission's

creation it has originated the Convention on Political Rights of Women and such reports as the *Legal Capacity of Married Women to Engage in Independent Work*. If it were not for the Commission, it is almost certain that little attention would be given by the United Nations to the status of women. Moreover, there would be no communications system for women at this international level. There is a sharp contrast between the UN's professed goals of equality for women and its practices, both in its international programs and its discriminatory employment patterns and insufficient promotion of women within the UN Secretariat and UN agencies.

WOMEN IN DEVELOPMENT

The U.S. Agency for International Development and similar assistance agencies should give high priority to the implementation of existing U.S. legislation and policies designed to promote the integration of women into the development plans for their respective countries. They should also continue to study the impact on women in the developing world of U.S. government aid and commercial development programs over which government has any regulatory powers. These agencies should actively promote the involvement of these women in determining their own needs and priorities in programs intended for their benefit. (B)

(B) 25 State Meetings thought this recommendation was important enough to add to the original recommendation.

SUMMARY BACKGROUND:

Although women make a basic contribution to the economics of developing countries through their roles in food production and population growth, this contribution is generally ignored both in the economic planning of their own national governments and in the formulation of development assistance programs by such agencies as USAID, United Nations Development Program, and through bilateral assistance agreements.

Women are a major source of agricultural workers in many parts of the world, but they are by-passed in the introduction of new technology and training programs designed to increase world food supplies and help alleviate the problem of world hunger.

The policies and operations of multinational corporations which tend to exploit women in the work force in the developing countries further limit opportunities for the mass of women to affect conditions that control their lives.

HUMAN RIGHTS TREATIES AND INTERNATIONAL CONVENTIONS ON WOMEN

In pressing for respect for human rights, the President and the Congress should note the special situation of women victims of oppression, political imprisonment and torture. They should also intensify efforts for ratification and compliance with international human rights treaties and conventions to which the United States is signatory, specifically including those on women's rights. (B)

(B) 26 State Meetings thought this recommendation was important enough to add to the original recommendations.

SUMMARY BACKGROUND:

Gross violations of the human rights of women, such as physical and sexual abuse and imprisonment and torture for political reasons, occur throughout the world. For women who are already victims of social, political, and economic discrimination, this amounts to double oppression.

A majority of the following International Conventions on Women have not been ratified by the United States:

I. United Nations Conventions:

A. Convention on the Nationality of Married Women (1957). U.S. action—none.

B. Convention on Consent to Marriage, Minimum Age for Marriage, and Registration of Marriage (1962). U.S. action—signed but never submitted to Senate.

C. ILO Discrimination (Employment and Occupation) Convention (1958). U.S. action—none.

D. ILO Convention on Equal Remuneration (1951). U.S. action—none.

E. Convention on the Suppression of the Traffic in Persons and of the Exploitation or the Prostitution of Others (1951). U.S. action—none.

F. UNESCO Convention Against Discrimination in Education (1962). U.S. action—none.

G. Convention on the Recovery Abroad of Maintenance (1957). U.S. action—none.

H. Convention on the Elimination of All Forms of Racial Discrimination (1965). U.S. action—none.

I. UN Convention on the Political Rights of Women (1952). U.S. action—Ratified January 22, 1976 by the Senate; went into force for the U.S. July 7, 1976.

J. Supplementary Convention on the Abolition of Slavery, The Slave Trade, and Institutions and Practices Similar to Slavery (1956). U.S. action—Ratified December 6, 1967.

II. Organization of American States (OAS) Conventions:

A. Inter-American Convention on the Granting of Political Rights to Women (1948). U.S. action—Ratified January 22, 1976; went into force for the U.S. July 7, 1976.

B. Civil Rights of Women (1948). U.S. action—none.

C. Nationality of Women (1933). U.S. action—Ratified with reservations June 30, 1934.

(Dates in parentheses are dates of adoption by UN/OAS.)

PEACE AND DISARMAMENT

The President and the Congress should intensify efforts to:

(a) build, in cooperation with other nations, an international framework within which serious disarmament negotiations can occur;

(b) reduce military spending and foreign military sales, convert excessive weapons manufacturing capacity to production for meeting human needs;

(c) support peace education in schools and advanced study in the fields of conflict resolution and peace keeping.

To this end the United States should take the lead in urging all nuclear powers to start phasing out their nuclear arsenals rather than escalating weapons development and deployment, and should develop initiatives to advance the cause of world peace. (B)

(B) 18 States thought this recommendation was important enough to add to the original recommendation.

SUMMARY BACKGROUND:

The world's arms race now commands about $300 billion in public funds yearly. In addition to the growing potential for mass destruction caused by the proliferation of nuclear weapons, the arms build-up represents an immediate and heavy burden on the world economy. A disproportionate share of U.S. resources- human and scientific as well as financial–is allocated to military power and refinement of weapons to the disadvantage of programs such as education, job development, health, and child care which could promote equality of women and improve the quality of life of all.

INTERNATIONAL EDUCATION AND COMMUNICATION

Government agencies, media, schools, and citizen organizations should be encouraged to promote programs of international education and communication emphasizing women's present and potential contribution, particularly in developing countries, to economic and social well-being. Improved methods should be devised for collection and dissemination of this needed information in order to make adequate data available to policy makers and the public. (B)

(B) 18 State Meetings thought this recommendation was important enough to add to the original recommendation.

SUMMARY BACKGROUND:

Throughout the U.S. there is a lack of information on women and international issues. Americans have insufficient knowledge of women's status around the world, their condition in Third World nations and traditional social systems as well as in westernized modern society, and the ways in which government and economic policies have affected and continue to affect the roles of women. Women also lack information on how to involve themselves in activities to increase their knowledge and understanding of women from other cultures, and how to increase their involvement in and impact on international affairs and decisions.

INTERNATIONAL WOMEN'S DECADE

The U.S. should give vigorous support to the goals of the UN Decade for Women: Equality, Development and Peace in the General Assembly and other international meetings; should give financial support to Decade activities and should participate fully in the 1980 mid-Decade World Conference to review progress toward targets set in the World Plan of Action adopted unanimously by the World Conference of International Women's Year, 1975. (C)

(C) IWY Commission Recommendation.

SUMMARY BACKGROUND:

1976-1985 is the Decade for Women established by the United Nations. Governments will be reporting to the 1980 mid-Decade Conference on women's progress toward targets in education, employment, health and other crucial areas. With the support of numerous women's organizations, the Congress authorized a U.S. contribution not to exceed $3 million for the activities of the Decade. If appropriated, these funds will be added to those of other nations to assist women's projects in the developing world, regional women's training and research centers and an International Institute for Training and Research.

APPENDIX 7

Status of Implementation of Projects of the Voluntary Fund for the Decade for Women, United Nations Center for Social Development and Humanitarian Affairs, February 1978

General Assembly resolution 31/133 sets forth the overall criteria for use of the Voluntary Fund for the United Nations Decade for Women. Its purpose is to provide supplementary activities in support of the objectives of the United Nations Decade for Women with special emphasis on least developed, landlocked and island countries through technical cooperation, research, joint interorganizational programmes and communication support and public information directed at the poor urban and rural women and other marginal groups of women. The resolution entrusts the administration of the fund to the United Nations Secretariat (the Centre for Social Development and Humanitarian Affairs) and sets up a Consultative Committee which presently consists of five countries--the Philippines, Jamaica, the German Democratic Republic, Nigeria and the United Kingdom.

The Consultative Committee met three times during 1977. It discussed and recommended some specific procedures which have been put into effect; of special significance is that funds would be channeled through the Regional Economic Commissions. The Committee recommended the allocation of bloc grants in the amount of $400,000 to each of four regional commissions (ECLA, ECWA, ECA and ESCAP), and that funds from that allocation should be used in part to hire one programme officer for women's programmes, chosen from the women of the particular region, for a period of two years, in order to provide time for the commissions to adjust their budgets to be able to incorporate those posts into their regular programmes. The Committee also made a number of other recommendations regarding maximum amounts to be used for action research projects ($50,000) and for travel budgets of programme officers ($12,000). They have decided to convene semi-annually at which times they will consider policies and project proposals and recommendations of the Centre for Social Development and Humantarian Affairs (CSDHA).

The Committee recommended that there be a strong emphasis on grass roots projects for women which will have early impact and create an image for the Fund different that of other programmes. It recommended the building up of the regional commissions' programmes for women as a major objective of the Fund and agreed to finance a liaison officer at Headquarters to assist with the operation of the Fund and provide guidance to the regional commissions. It also recommended a project appraisal procedure and set up some requirements for project submission.

Of the four regional commissions concerned, ECA has moved most quickly in identifying projects for support from the Fund; this is obviously because its Women's Programme began work in 1972, and the Training and Research Centre for Women was established in 1975. Thus, the staff of the Centre have been active in developing projects in the region well before the creation of the Fund. Because the assignment of staff is so clearly critical to the development of projects, CSDHA has initiated action to inform the Executive Secretaries of the regional commissions of the possibility of proceeding with hiring staff (under the Consultative Committee and United States grant conditions) while action is in process to allocate regular United Nations posts with responsibility for work to assure that women are considered as participants and beneficiaries in the development process.

A summary of the regional commissions activities follows, and a chart of regional developments, including expenditures against the Fund appears as Annex I.

I. ECONOMIC COMMISSION FOR AFRICA (ECA)
TRAINING AND RESEARCH CENTRE FOR WOMEN (ATRCW)

ECA submitted six national and sub-regional projects, which were approved by the Consultative Committee at its second meeting in June 1977. CSDHA has processed the request for a regional network programme, including a regional adviser and national consultants, and for funding for the projects, totalling $322,000.

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Staffing

The Regional Adviser post provided by the Fund has been filled since December 1977, and will continue for one year; it is expected that a request will be put forward through the Secretariat to the Consultative Committee for its continuation, and also to make use of the temporary post funds available from the United States grant. During this time ECA, which allocated one regular UN post to the Women's Center in 1974, and has a staff of nine professionals in the ATRCW, is preparing the allocation of further regular UN posts to the Centre.

Regional network programme

A consultant is expected to commence work on 1 March 1978 to assist the regular ATRCW staff for 3 months with development of national and sub-regional projects, with special emphasis on French-speaking countries.

National and sub-regional projects

1. In-service Training for Intermediate-level Trainers from French-speaking countries

A working Group consisting of representatives of ECA, FAO, UNICEF and the Director of the Pan-African Institute for Development (IPD), Douala, Cameroun, met at ECA from 30 January to 2 February 1978 to define the agency responsibilities for this project. The first 3-month course will be held at IPD for 19 middle-level trainers, from 2 October to 22 December 1978. UNICEF is providing four scholarships; FAO will give technical assistance throughout, and PAID will organize and administer the course. ECA/ATRCW will have overall responsibility for the project, which is intended to "assist Member States to improve the training of trainers (at intermediate level) in the field of nutrition in rural development". It is expected that, after this initial course, regular funding will be obtained by IPD with support of the other agencies, to continue similar courses as long as needed. (The Report of the Working Group is available from ECA/ATRCW).

2. Rwanda Agricultural Training for Women

The UNICEF/ATRCW representative has already visited Rwanda to make initial plans for this one-month course for rural extension workers, on simple principles for agriculture and horticulture, as well as food preservation. The course is planned for June 1978.

3. Research on problems of specific women's groups in Kenya

The Kenya Government through its Women's Bureau has identified a highly qualified and well recommended person to fill the Bureau staff post to be created for two years with funding from the Voluntary Fund for the Decade. These monies will be forwarded by ECA during March.

4. Mauritania Workshop in horticulture and co-operative education, and research on food preservation, for nomadic women

These projects will be implemented with FAO in co-operation with the ECA/TRCU Expert in Village Technology. The FAO representative will visit Addis Ababa approximately April 1978 for a planning meeting.

5. Research in Five Countries

Identification of national researchers is underway to implement these projects. This research is intended to complement four country studies on the formulation of indicators of women's integration in development, which are already in progress (with funding from a separate source). The first report, on the initial country study, will be published in March 1978. The studies will also be directed to producing substantive data for the world conference on science and technology, 1979.

II. ECONOMIC COMMISSION FOR LATIN AMERICA (ECLA)

ECLA at present has two persons specifically working on the development of women's programmes, one of whom is financed by the Swedish International Development Authority and the other by the Voluntary Fund. Recent discussions with the Executive Secretary indicate that he is proceeding with the necessary arrangements for staffing and programme development.

The Commission is presently planning a workshop on the Impact of Agricultural Modernization Policies on the Change in and Level of Living of Rural Families—Role and Participation of Women, jointly with FAO and the Mexican Government in Mexico, in May-June 1978. They are planning to hire a senior woman consultant from the Caribbean region to develop the materials for ECLA's participation in this workshop. ECLA has stated that this workshop will include the participation of national decision makers and planners at the highest level and that it will result in project possibilities for the Caribbean and Central America.

In addition, the Commission has planned a programme of research and will set up a special unit within ECLA in Santiago on women's affairs. In response to needs in the Caribbean, it will establish a special focal point for women's activities in its sub-regional office at Port of Spain, Trinidad.

The Commission has collected information on a series of possible projects in some of the poorest countries of the region and will work with the UNDP Resident Representatives and others to develop these projects, so that the new staff can begin implementing a programme as early as possible. They will incorporate the activities financed by the Swedish Government and the Government of France in order to expand the women's programme.

III. ECONOMIC COMMISSION FOR WESTERN ASIA (ECWA)

The potential represented by the Voluntary Fund has stimulated ECWA to accelerate its plans for the preparation of a Regional Plan of Action in relation to the Decade for Women. In March 1978 an expert meeting will be held, followed by a regional conference in May, which should adopt a Plan of Action for the region.

In spite of the difficulties in the area and the move out of and back to Beirut, the Commission has submitted a proposal to the Fund providing information on its present women's activities and its proposed initial steps to move ahead on the implementation of the Fund's activities.

Recruitment of a women's programme officer for the Commission is in an advanced stage. Negotiations with a specific candidate are underway and an allotment from the Voluntary Fund has been requested so that the post can be filled immediately. The Commission is also proceeding with other recruitment to meet the requirements set down by the Consultative Committee and the United States pledge.

Commission members and interregional advisers from CSDHA have traveled extensively in the region gathering information on women's programmes. A two-part study of Lebanese women has been completed. In 1976 the Commission initiated a data bank which is gathering quantitative data on women's social, educational and employment status in the region.

The Commission also has plans for an inter-agency workshop on project development which will be implemented as soon as the programme officer is recruited. This will be the beginning of the creation of formal machinery to increase inter-agency co-operation. The Commission is presently considering grass roots projects in several countries and research, training and survey projects which will be costed in detail as soon as the governments of the region agree on a plan of action and the recruitment of women for senior positions on the staff is complete.

IV. ECONOMIC AND SOCIAL COMMISSION FOR ASIA AND THE PACIFIC (ESCAP)

ESCAP has submitted thirteen projects to CSDHA for consideration. Eleven of these projects have been reviewed by the Consultative Committee; CSDHA has subsequently approved one project and the Commission has been requested to revise several others and consult with governments on their early implementation. The other two projects have been analysed and will be submitted to individual members of the Committee prior to their spring meeting for consideration and approval. Additional project allocations should be made as soon as the Consultative Committee recommendations are received.

The approved project will add a women's dimension to the Mobile Training Scheme which ESCAP is presently implementing in successive requesting countries of the region. The $84,000 dollar allotment will make it possible for the Mobile Training Scheme to expand its work in Samoa in 1978. The project envisions hiring an expert in women's programmes preferably from the country itself--to help women study the potential for income-generating activities. Craft instructors will also train trainers and women in different labour-saving and income-generating activities. Where requested, civic education, literacy and family life education may be included. The project will develop a core of leaders and trainers who will be able to assist women in improving both their economic and living conditions.

ESCAP has been actively incorporating the institutions of its region, including the Asian and Pacific Center for Women and Development, into the planning and project development process even before completing the necessary arrangements for Commission staff. Discussions with the Executive Secretary

indicate that efforts are being made to find highly qualified women from the region to work in the Commission at senior levels. Aside from the Director of the Centre mentioned above, another woman is working in the Population and Social Affairs Division and a senior position will be filled by a woman this Spring using monies from the Voluntary Fund for the Decade for Women.

A number of national and private organizations have sought from Voluntary Fund money from ESCAP to implement projects. This is an indication of the degree to which the interest in the area has been stimulated. ESCAP is now in the process of consulting CSDHA and the Consultative Committee prior to policy determinations on how projects will be implemented.

ANNEX I

Regional Developments in the Implementation of the Resolution of the General Assembly and ECOSOC within the Framework of the United Nations Decade for Women, 1976-1985, Including the Voluntary Fund of the Decade and Preparations for the World Conference to be Held in Teheran in 1980

(US (US Dollars)

	ECA	ECE	ECLA	ECWA	ESCAP
A. Adoption of a Regional Plan of Action	1974	(Question will be discussed at an intergovernmental meeting in March 1979	1977	Plans are made for the formulation and adoption of the Plan in 1978	1974
B. Programme of Action Initiated	1972	-	1977	1977-1978	1977-1978
C. Institute or Centre	1975	-	-	-	1977
D. Follow-up Meetings to the Mexico Conference	1977	1977	1976-1977	1978	1977
E. Plans for Regional Conferences prior to the World Conf., 1980	1979		1979		
F. Allocations from the Voluntary Fund	$400,000	-	$400,000	$400,000	$400,000
G. Allotments:					
(a) Salary, per dien and Travel of Human Programme Officer/or Consultant	$ 78,445 (alloted)	-	(a)$ 53,000 (alloted)	(a) $77,000 (requested)	(a) -
(b) Research up to $50,000 (US Dollars)		-	(b) -	(b) -	(b) -
(c) Technical Co-Operation Projects	$255,785 (requested)	-	(c) -	(c) -	(c)$ 94,000 (requested)

APPENDIX 8

Summary of Interviews With AID Officials by the Coalition for Women in International Development

I. Background of Coalition Calls on AID Officials

A. About the Coalition

The Coalition on Women in International Development was formed in December of 1976 as a result of efforts by the Overseas Education Fund of the League of Women Voters to bring together private voluntary organizations with programs or special interests in women and development. The Coalition now encompasses representatives of some 80 national organizations as well as 50 members serving in an individual capacity. The greatest concern of the Coalition is that the special needs of women in less developed countries be addressed in bilateral and multilateral development programs. Other active concerns have included the proposed move of the United Nations Centre for Social Development and Humanitarian Affairs (including the Women's Centre) from New York to Vienna; the employment of women at policy making levels in the U.N. agencies and international financial institutions; the U.S. voluntary contribution to the International Decade for Women as well as the compilation of rosters of women who can serve as consultants in technical fields for development programs and who can serve as members of delegations or secretariats of international conferences.

B. Decision to Interview AID Officials

In May of 1977 the Coalition adopted as a major objective the strengthening of Administration efforts to integrate women into U.S. supported development assistance programs. This involved first, a fact finding effort to determine the extent and success of efforts being made in implementing the direction of the Congress to integrate women into national economies and second, the development of Coalition recommendations for modification of Women in Development language* in the Foreign Assistance Act, if modification seemed desirable. Following the development of a comprehensive list of Administration officials concerned with development programs, it was decided that, as a first priority, visits should be made by Coalition members to the AID Women in Development office and to the top officials of geographic and functional AID bureaus and selected offices.

C. Format of the Interviews with AID Officials

Letters were sent out and appointments were scheduled for the fall months. The letter requesting each appointment stated in part:

* The language in Section 113 (a) of the FAA specifies:

SEC. 113. INTEGRATING WOMEN INTO NATIONAL ECONOMIES.—(a) In recognition of the fact that women in developing countries play a significant role in economic production, family support, and the overall development process of the national economies of such countries, this part shall be administered so as to give particular attention to those programs, projects, and activities which tend to integrate women into the national economies of developing countries, thus improving their status and assisting the total development effort.

"We would like to discuss with you the following issues, as they apply to the area within your responsibility:

* efforts you have taken to integrate the special needs of women (or interests) into present overseas programs;

* procedures for evaluating the impact on women of proposed programs;

* efforts underway to heighten the awareness in other countries of the need to integrate women in development.

During the interviews questions were also asked regarding the staffing pattern of the bureau or office to try to determine whether the lack of women in policy making positions is one of the barriers to women's participating in and benefiting from foreign assistance programs. A final question was asked about the possible need to strengthen the Foreign Assistance Act language regarding the integration of women in development programs.

In all, ten formal calls were made on Assistant Administrators of Bureaus or Directors of Offices. The Bureaus included Policy Program Coordination, Population and Humanitarian Assistance, Technical Assistance, Africa, Near East, Latin America, and Asia. The three offices were Women in Development, Personnel, and International Training. Twenty persons from the Coalition made at least one call, some made several. In addition, informal contacts were made with additional women in the agency as a follow-up to questions raised about staffing patterns.

II. Summary Findings

A. Staffing Patterns

While most of the AID officials interviewed recognized the importance of involving more women in AID policy making and program management, only the Women in Development office itself employed a large proportion of women at grade GS 13 or above. Other bureaus or offices ranged from 18.5% (Office of Personnel) to 3.7% (Asia Bureau). AID officials consistently blamed longstanding hiring and promotion freezes for their inability to recruit and retain professional women. As one official put it, "AID has a bad history to correct, but lacks the means to correct it."

Although some bureaus did better than others, there was evidence throughout the agency that: (1) AID finds it difficult to identify women with technical expertise in development fields, notably in agriculture; (2) once women candidates are identified, it takes a long time to bring them into the agency; (3) myths about the inability of women to function in certain countries and cultures, while repeatedly disproved, are still current in AID circles and may act as an indirect form of discrimination; (4) women continue to be frustrated and some leave the agency over what they view as serious impediments to their professional advancement.

The Coalition is disturbed that as a result of the on-going AID reorganization, there will be fewer women in the ranks of "Senior Staff," and that the responsibilities of several of AID's top women will be downgraded or "layered in."

AID needs to take deliberate action to retain and recruit top women. Without such deliberate action, hiring and promotion freezes, combined with selected cutbacks in Washington staffs, will automatically foreclose greater involvement of women at policy making levels.

B. Seriousness of AID's Commitment to Women in Development; Awareness of Women in Development Concerns

Among high level AID administrators interviewed there appears to be considerable awareness of the need to reorient AID programs so as to have greater positive impact on women in developing countries. The AID Washington officials interviewed also felt this awareness and commitment to action extended to Mission Directors in the field.

However, Coalition participants sensed from occasional asides and anecdotes that considerable consciousness-raising remains to be done among the Agency's rank and file. Some officials interviewed suggested in fact that Women in Development considerations had become a pro forma requirement in many missions and program offices--in essence, a meaningless "impact statement" exercise. The involvement of Women in Development staff in intern training programs, briefings of Mission Directors, and their regular participation in the project review process are all positive steps. But limited Women in Development staff time prevents the comprehensive attack on attitudes required to bring about change quickly. AID may have to find additional

mechanisms for changing the traditional mind sets of program developers and managers throughout the Agency.

Coalition participants were impressed by the degree to which the Women in Development Office, with limited staff and funds had managed to make itself felt throughout the Agency. We were also encouraged by the prospect that, as part of the Policy and Program Coordination Bureau, the Women in Development Office will have an even greater capacity for affecting AID programs. On the other hand, the Coalition is greatly concerned that the international organization study recommends phasing out the Women in Development Office in two years. We do not believe that traditional attitudes can be changed and that new programs designed to integrate women into development can be implemented in that time.

C. Obstacles to Implementing the Women in Development Mandate

In addition to the traditional mind set of some people within AID, the major obstacles to implementing the Women in Development mandate were said to be the even less enlightened attitudes of government officials in many developing countries and a lack of experience, particularly at the Mission level, in how to approach the task.

AID officials disagreed on the degree to which Washington could push host country officials, by making the involvement of a certain number of women a condition of AID support for relevant projects. Some officials feared what they called the "export of the American women's movement" to countries where it is not appropriate. Support for women's organizations in developing countries was, on the other hand, seen as one way to promote consciousness raising. However, some AID officials expressed the view that women's organizations in the Third World tended to be elitist and therefore ill-equipped to address the problems of rural and low income urban women.

There was also disagreement on the degree to which AID Washington could push Missions to integrate women into development activities. Some AID officials expressed the view that strong and appropriately designed projects benefiting women, or women equally with men, could only come from the Mission level. But other officials suggested that Mission staffs were often at a loss to know how to plan and implement projects that include women. If both statements are true, little progress in activities including women will be made until more technical assistance is made available directly to the field in program development. AID should thus consider expanding its roster of experts who know how to integrate women into development and encouraging Missions to ask for help.

D. AID Procedures for Evaluating the Impact of Programs on Women

The most promising Women in Development activities throughout the Agency are those which attempt to evaluate the impact on women of past, current and proposed AID programs. It is possible that the accumulation of such evaluation exercises by focusing on the unplanned relationship between certain kinds of development programs and the wellbeing of women in communities affected, will eventually clarify the issue of what activities AID can initiate in the

future to improve the status of women more directly.

The review of past Agency programs and their impact on women has been principally the task of the Women in Development office and will be contained in an Administration report to the Congress. In addition the Socio-Economic Impact Division of the Bureau for Program Policy Coordination is considering impact on women as part of its effort to assess the successes and failures of Agency programs generally. By the same token, this office is including the Congressional mandate to integrate women into development programs in its overall review of projects to assure conformance with AID standards and directives.

Several bureaus and offices mentioned data gathering or methodological studies dealing with the measurement of women's economic contribution or the impact on women of various social changes such as increased male migration. The geographic Bureaus have asked Missions for sector-specific data on women's participation and for an analysis of women's needs as part of the Bureaus' instructions to review the impact on women of current programs and to incorporate Women in Development concerns into the overall country plan.

Each geographic Bureau appeared to have some regular procedures for reviewing the impact on women of proposed projects. Most Bureaus place this responsibility in a formal or ad hoc Women in Development Committee, chaired by a Women in Development coordinator/advisor.

III. Statements by AID Officials in Bureaus and Offices in Response to Coalition Questions

A. Employment of Women in AID

Before calls were made on AID officials, Coalition participants studied the "Memorandum for all AID Employees" issued by the Equal Opportunity Programs, July 20, 1977. The following statistics are from that memorandum:

Employment Level	No. of Women	% Women
Supervisors	78	6.9
Group I (GS/AD 13 thru 18) (FSR/L/R 01 thru 04)	153	7.5
Group II (GS/AD 09 thru 12) (FSR/L 05 thru 06)	344	48.3
Group III (GS/AD 01 thru 08) (FSR/L 07 thru 08)	1078	85.5

The memorandum states that the statistics "demonstrate rather vividly the enormous amount of work that must be done to improve the status of. . . women in AID."

It is clear from what the Coalition heard and read that the hiring freeze has prevented any change in the pattern of employment. However, at least one bureau has set targets which can be worked toward when the freeze is ended.

The Director of the Office of Personnel said AID has done a poor job of recruiting people at the top (Assistant Administrators and Office Directors) and also for the International Development Interne Program. There has been a lack of recruitment programs that would reach women and minorities.

Coalition callers expressed concern about AID's capability to retain and promote women at the middle levels. The Director said there is opportunity for sympathetic Assistant Administrators and Office Directors to help. Under the civil service system these officials have some say in who will fill vacancies in their staff. It is more difficult with foreign service personnel. For them an ad hoc committee makes recommendations for promotion. The line management has no responsibility for choosing the FSR people to fill vacancies. The Director would like to see an open assignment system where vacancies would be advertised so anyone could apply as under the civil service system. However, he firmly believes that hiring of more women and members of minorities can be done now if there is the will to do it.

Coalition calls were made at the same time a reorganization of AID was getting underway. No one could provide definite information on how the reorganization would affect the status of women, but there were a number of cases cited of down-grading or "layering in" so it appears that even fewer women will be at the policy making level and in the professional levels generally. It was apparent that new and great efforts must be made to improve the status of women in AID.

Most of the information below was collected in the fall of 1977 before reorganization was completed.

Women in Development*

50% of staff at GS13 or above are women. The Director is a woman. There are 12 full-time, 2 part-time employees (including clerical). The Director wants to add a population person and an education or pre-job training person. (Under the AID reorganization the Woman in Development office will be part of Program Policy Coordination so the Director will be one of the office directors listed under PPC. This change removes the Director from the "senior staff" reporting to the Administrator).

Personnel

18.5% of staff at GS13 level or above are women. Of the ten policy people in this office, four chiefs are men and one a woman; four deputies are women and one a man. The Director said, "A good percentage of the professional jobs in this office are held by women."

27 people on the permanent staff work part-time. Two are professionals; the bulk are clerical staff. (Coalition callers found the use of part-time personnel significant as it allows some women to work who otherwise could not because of other responsibilities.)

Program Policy Coordination

12.9% of staff at GS13 level or above are women. Office Directors at present: 3 men, 2 women; following reorganization: 2 men, 3 women.

There are several women economists, including two at GS14 level who work part-time.

International Training

12.5% of staff at GS13 level or above are women. A total staff of 60 employees. There are supposed to be 78 slots, but the freeze prevents filling them and implementing an upward mobility program. 7 women are professionals.

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* Bureaus and Offices are listed in order of percentage of women on their staffs as of May 1, 1977.

Population and Humanitarian Assistance

10.6% of staff at GS13 level or above are women. Need to employ women in policy positions has been recognized and limited progress has been made, but Office of Population has recently lost key women officers and promotions for others have been delayed by freezes for as long as four years. (Under reorganization plans, bilateral population programs will be transferred to geographic bureaus and remaining population activities to the new Development Support Bureau. Other PHA Bureau responsibilities will be housed in the new Private Humanitarian Development Activities Bureau.)

Technical Assistance

8.4% of staff at GS13 level or above are women.

Acting Assistant Administrator is a woman.

As in other bureaus the freeze has hampered efforts to hire more women, but officials also feel there is a lack of qualified women in some technical fields, such as agriculture.

(Under reorganization Technical Assistance will be consolidated with other offices in a new Development Support Bureau. The former Acting Assistant Administrator will no longer be at the senior staff level.)

Africa

5.3% of staff at GS13 level or above are women.

The Assistant Administrator is a woman.

Bureau staff recognize need for more women on project development teams and to include women specifically on agricultural programs staff. This may require new ways of identifying eligible women.

Near East

5.1% of staff at GS13 level or above are women. 60% of the total staff are women.

There are a few professional women in the Missions. Deputy Director of Mission in Yemen is a woman.

There are more changes in hiring and upgrading in Washington than in the field. One staff member reported privately that myths about the inability of women to be consultants in certain countries are still current in AID and may act as an indirect form of discrimination.

Latin America

4.8% of staff at GS13 level or above are women.

Mr. Valdez said there were difficulties in hiring new personnel due to constraints imposed by cuts in funds, civil service regulations and security

checks. He sees the need for new people at entry and intermediate levels. He is sensitive to the need to attract women, but no hiring is being done now.

International Development Internes

Although this program is not included in other sections of this report, the Coalition believes specific comments should be made regarding the number of women included. The program has been going since 1968. Through 1973 almost no women were included, as few could be found with the required skills for loan officers, accountants, engineers, or agricultural advisors. Qualified women were available to be educational advisors, but the number of openings was small. There is no longer a problem in finding qualified women, as many have entered the fields mentioned above, plus the fields of health, nutrition and population which are included in AID's new directions.

The following statistics clearly show the increase in the number of women internes since 1974.

Starting Date of Program	Total Internes	Women	%
Sept. 1974	53	7	13
Sept. 1975	42	7	17
Apr. 1976	36	9	25
Sept. 1976	39	8	20
Apr. 1977	33	13	39
Oct. 1977	38	15	39

The Director of the Office of Personnel said that AID is focusing on increasing the percentage of women and minorities in this program.

B. Awareness of and Commitment to Need to Integrate Women into Development (as expressed by AID officials present at interviews)

WID: The goal is to see that women benefit from all AID development efforts. Office recognizes tremendous need for attitude change throughout AID. Attitudes of many AID decision makers reflect very traditional values about female roles.

Personnel: The Director was aware of the need for recruitment programs that would reach women.

International Training: Aware of need to include women but sees no clear way to include more women in the degree programs in the U.S. Wants to have more seminars and other non-degree programs held in host countries, but needs new AID directive to do this. The Administration has stated that women will be included in agricultural training programs. OIT will help implement this.

Technical Assistance: Proposed projects are reviewed for their impact on women.

Program Policy Coordination: Recognizes need to clarify the Women in Development issue for all AID personnel. Now that Women in Development office is included in PPC it will be able to "infect" or permeate the whole agency with the issue.

Population, Humanitarian Assistance: Women in Development office in AID is seen as a big step in right direction, but there is not necessarily a liaison with this bureau. The staff present were sympathetic to the needs of women and for improved activities in this area.

Africa: There is a keen awareness of roles of African women and the need for fully integrated rural development programs which deal equally with everyone in the community. Pre-project sectoral analysis on women's needs is being done by indigenous social scientists funded by AID.

Near East: Staff members make a social soundness analysis of each project, including its effect on women. Bureau takes overall look at each project proposal and pays special attention to women's participation. Report on "Integrating Women into National Economies: Programming Considerations with Special Reference to the Near East" is available to Missions. Bureau is seeking to have projects to increase family incomes and to benefit women in their agricultural role. Pre-project sectoral analysis on women's needs is being made using indigenous social scientists (female where possible) to ask local women to define their problems and needs.

Latin America: Bureau recognizes need to identify areas where women are economically important and to collect sociological data. The Bureau's Committee on Women in Development sees that the women's issue is raised in the project review process.

Asia: Staff has strong awareness of the need to include women in projects.

Summary: Nearly all AID officials interviewed expressed awareness of the need to integrate women into development programs. Most expressed the belief that Mission Directors are now also aware of this need but they and their staff may not know how to plan and implement projects that include women.

C. Efforts to Heighten the Awareness in Other Countries of Need to Include Women in Development

This was raised in most calls by asking what is being done to heighten the awareness of Mission personnel. Only in two calls did we touch on how to make indigenous governments more aware.

1. Efforts to heighten the awareness of governments:

Near East: Coalition participants inquired if AID could ask host countries to include more women in development programs. Staff members

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felt that it was not appropriate for AID to demand changes in host country policies. Instead, they felt it was more within AID's role to encourage local women to begin dialogues with their own governments about their needs and also to participate, as much as possible, in the identification and design of government requested projects for women. Rather than making demands or setting requirements, AID is looking at the bottlenecks which prevent women from being included. For example, AID is bringing to the attention of the ministries the necessity of designing programs to include women with little education. In Jordan, the government already sees need for including women in vocational training programs as the employment of women is badly needed because so many men are going to the (Persian) Gulf countries to work.

In some countries where AID has helped with the censur, it has been able to get questions included in the census regarding heads of households. In Morocco AID has brought to the attention of the government that women are one-third of the heads of households.

Latin America: Staff reported that Missions have financed and/or provided technical assistance to host country organizations sponsoring conferences or other activities designed to raise public awareness of women's roles and potential in national development.

The strategy of the Bureau is said to encourage "greater involvement of women in political and economic life, including employment of women in responsible, meaningful and influential positions in host governments, on both local and national levels."

2. Efforts to heighten the awareness of AID Mission staffs:

Women in Development: Emphasizes the tremendous need for attitude change. Attitudes now reflect very traditional values about female roles. Women in Development will make a major effort to re-educate AID staff using the data on non-paid producers and female household heads, and will try to get the women's issue woven through agency training program for new staff.

Plans to use its report to Congress as a consciousness-raising tool, especially in conjunction with offers of help to the Missions. (Draft of report is due 1/31/78)

Personnel: Of the 6000 employees of AID, 1400 or 1500 are foreign nationals hired directly by the Missions. There is no affirmative action for direct hire. Mr. Dewey felt that the Missions could be urged to move toward affirmative action, that there would be more opportunity for that because there are not the restrictions on hiring that are found in the U.S. such as civil service examinations, veterans' preference, etc. However, he expressed some concern that qualified women could not be found.

PPC: The incorporation of Women in Development office into PPC will assist in permeating the agency with the Women in Development issue.

There is a commitment at the top in AID to have programs benefiting women. The problem is how to develop the same commitment in Mission staff members. There is need to clarify the issue--to make it live--for all AID personnel.

Africa: Bureau is trying to require by various means that Missions take women into account in all their program planning. The Deputy Director said there is a lack of sufficient guidance in AID directives to the Missions as to how to integrate women into development efforts. Missions have been asked to do an analysis of the problems and needs of women and to use this analysis to integrate those needs into overall country plans. Staff feels additional efforts are necessary to change the way programming is done at the Missions to assure that local women participate in the process, and to require that every project has an element specifically addressed to the roles of women.

Near East: The report on "Integrating Women into National Economies" is available to the Missions. Part of the conference of Mission Directors was on Women in Development.

Latin America: Some Missions (e.g. Peru, Nicaragua) have established ad hoc committees composed of both U.S. and host country nationals to suggest ways to involve women in AID projects, to promote exchange of information among AID Washington office, Missions, and other organizations concerned with women's development. Most Missions have designated one officer to help technical dividions to incorporate the concept of Women in Development into project activities.

Asia: Mission directors are aware of the need for women to be included. Assistant Administrator will meet with Mission directors soon to discuss strategies of how to match programs or parts of programs to women's role in each country. He is also interested in having the skills of wives of AID and Embassy officials used.

D. <u>On-going or Planned Projects Including Women</u>

Women in Development: Is carrying on major effort of education within AID.

OIT: A minority of trainees coming to the U.S. are women. In 1975 and 1976 the percentages of women in degree programs in the U.S. were 14.8% and 12% respectively.

Technical Assistance: Tries to identify the female employment aspect of all projects. Women in Development is sub-section of Bureau activities in rural employment, rural financial markets and credit and development management. Rural Development Office is trying to determine how to measure the economic contribution of women and the impact of development on them.

PPC: Does not have its own projects. Does some research studies:

--Women in poverty and a resulting conference (carried out by PPC and regional bureaus)

--Efficiency (time and motion) studies in home.

FHA: Officials interviewed not aware of particular projects involving women.

Africa: Some on-going or planned projects:

--small scale intermediate technology cooperatives

--credit and extension services

--provision of skills and resources needed for production

--women's agricultural school

--permanent and mobile training facilities

--support for activities in nutrition education, day care, agriculture, cooperatives, sericulture.

Near East: Several projects for women were mentioned as well as some benefiting both males and females:

--training to improve institution capacity for PVO's (Jordan & Morocco)

--support for Women's Bureau (Jordan) in holding seminars and funding studies to develop women's organizations; project will emphasize integrating women into the labor force

--vocational training for uneducated women (Morocco)

--technical training for girls who are secondary school dropouts (Morocco)

--poultry project for women (Yemen)

--community development (Egypt) to provide more appropriate services, to work for productive families including additional income for women

--women's dormitory at Kabal University (Afghanistan) to make it possible for women to attend.

Latin America: Projects mentioned:

--funds to indigenous women's organizations to hold activites to raise public awareness of women'spotential in national development

--proportion of female participation in training programs has risen since FY 1974; more attempts to train in non-traditional fields.

--sectoral programs which include or are primarily aimed at women include rural leadership projects in 3 countries; credit unions in Nicaragua; rural health projects in more than 4 countries; job opportunities in Costa Rica

Asia: Two projects in maternal and child health were described.

E. Procedures for Evaluating Impact of Programs on Women

Women in Development: Work on a report to Congress is in progress which will

(a) review the data base relative to women in development, emphasizing the paucity of data on women as non-paid producers and the need to study the increase in female heads of households resulting from increased male migration;

(b) review the impact of past agency programs--both positive and negative impacts--on the status of women.

PPC: A new Socio-Economic Impact Division is being set up to look at key programs overseas to learn what AID's successes and failures have been, what works and why (not just women's programs). Bureau does overall project review in order to be sure agency's standards are being met (including those for Women in Development).

TA: All proposed programs are reviewed for their impact on women. TA tries to identify the female employment aspects of all projects. Rural Development Office is studying data gathering methodologies to determine how to measure the economic contribution of women and the impact of development on them.

Africa: Asked Missions for specific data on how all current agricultural and rural development projects affect women. Also asked Missions to analyze the particular problems and needs of women and to use this analysis to integrate women's needs into overall country plan.

Near East: A social soundness analysis is done of each proposed project. Evaluation of each proposal early in the process is done to see what impact on women. Evaluation is also included in project plans, e.g. AID will evaluate impact of project to upgrade skills of social workers for Egyptian Ministry of Social Affairs.

Latin America: Until recently, most evaluation has been on inputs not on results of projects. Now "Missions collect country- and sector-specific data about women to identify cultural or economic constraints to women's participation and to indicate interventions which will benefit women and/or involve them as agents. Missions are urged to employ these data to consider women's roles at every stage of the program cycle."

Asia: Studies are being made of women's roles and how programs can include women, taking into account these roles. A specific evaluation component is built into the family planning, maternal and child health project in Thailand.

General: Previously much of AID's evaluation was to determine what the inputs were. Now the emphasis is on evaluation of results. Each regional bureau is collecting data from the field on the progress in integrating women into development projects and activities which will be incorporated in a report to Congress.

F. Possible Legislative Action

Women in Development: It was mentioned that legislation is being proposed by Senator Kennedy which would create an Africa Development Foundation (similar to the Inter-American Foundation) which would have the capacity to fund out of local currencies small community projects without going through the usual bureaucratic review and monitoring process. (The IAF is an autonomous agency, not part of AID.)

Missions already have discretionary funds to use. Perhaps more emphasis needs to be placed on their use for small projects. This would not require new legislation.

An enlarged grants budget for Women in Development office would allow it to make large "wholesale" grants to PVO's with international networks, which would then "retail" small, especially pilot-type projects, around the world. Such an enlarged budget would allow Women in Development to fund two or three such groups with a track record in women's projects to get some innovative projects underway.

Personnel: Mr. Dewey firmly believes that hiring of more women and members of minorities can be done under the present FAA if there is the will to do it.

PPC: Legislative action needed to get decent funding for foreign assistance generally, not just women's projects.

PHA: There was no discussion of legislative action. However, it was suggested that a coalition concerned with Women in Development that is tight-knit and speaking with one voice can have an effect on the Bureau's activities by:

1. identifying groups that can and do work with women abroad;

2. identifying areas where projects need to be done and actions taken;

3. providing impetus for internal consciousness-raising within AID.

OIT: There is need for new directives to AID to allow expansion of training in host countries or regions which would attract more women.

Near East: No need to add to or change the Foreign Assistance Act re integration of women. Agency needs couple of years to implement guidance already given by Congress.

Latin America: Assistant Administrator asked help in thwarting Congressional intent to cut off more funds to AID and to have less people at headquarters.

Asia: Present foreign assistance act has stronger mandate re Women in Development than did previous acts. AID needs time to absorb the present mandate and to see how it works. Assistant Administrator urged Coalition to talk with Senator Humphrey's staff who are rewriting the act for FY 1979.

General: No clear recommendations came through. Personnel of two regional bureaus urged that no changes should be made in Section 113 until a couple of years trial period is evaluated.

FPC and LA urged that Coalition work for adequate funding for total foreign assistance program.

APPENDIX 9

Additional Statement for the Record Submitted by Janeth Rosenblum, President of the Overseas Education Fund of the League of Women Voters, Washington, D.C.

The Overseas Education Fund, which has had thirty years of development assistance experience overseas, believes that any foreign assistance legislation for Fiscal Year 1979 should be strengthened with respect to

(1) the integration of women in development; and

(2) the role of private voluntary organizations as agents of development assistance.

INTEGRATION OF WOMEN IN DEVELOPMENT

OEF applauds the principle that United States assistance shall encourage and promote the participation of women in the national economies of developing countries and the improvement of women's status as an important means of promoting the total development effort. However, because current development assistance efforts often result in downgrading the roles and status of women, with accompanying ill effects on their families, future development assistance programs must pay more attention to women and their special needs.

If all development planners and administrators interpreted the words "people," "farmers," "the poor" to include both men and women we would have little need to suggest changes in the language of the bill. But because planners and administrators have acted as though these words referred only to men, it is necessary to stress that U.S. assistance to developing countries should benefit men and women equally.

For example, women of the third world are often adversely affected by the introduction of new agricultural machines and technologies into societies

where women have for centuries been the farmers. The men are provided credit to buy the machines; the men are taught to use the new technologies. The men become producers of cash crops; the women struggle to feed their families by farming with the traditional tools and methods, frequently on land further from their homes to which they must carry water.

Yet this pattern can be changed. One example of a simple improvement benefiting women: in the village of Esquimay in Honduras women spent long hours grinding corn by hand. Corn is the main ingredient in biscuits which are sold and are a primary source of income for the village. A small motor-driven corn mill has been introduced, allowing the women to make and sell more biscuits in less time. Unfortunately, in other villages where mills have been provided by American aid programs, the men are taught to run them, even though this is women's work.

---There should be greatly increased participation of women in small animal husbandry and in agricultural programs, reflecting the fact that they are the majority of farmers in Africa and Asia. They should be an integral part of any training programs in new farming methods and should receive new tools and techniques as they are made available to their countries.

---Activities designed to encourage smaller families should coordinate programs of nutrition, health, family planning, formal and non-formal education and employment.

---The special needs of women who are heads of households, a category which is becoming larger each year, should be considered in planning programs of housing and related basic services and in activities carried out under Housing Investment Guaranties. Women can and do participate in house construction but credit terms are frequently unfavorable.

---There should be more research to make clear the condition, status,

needs and roles of women. Present data is incomplete and/or misleading.

---There should be increased participation of women as designers, planners, researchers and administrators of development programs.

---Every effort should be made to employ qualified women as experts, consultants and members of technical advisory teams.

---The bill should direct the President to appoint qualified women to governing and advisory boards concerned with development assistance.

In the summer of 1976 OEF urged Presidential nominees Carter and Ford to seek legislation authorizing a specific sum of money for demonstration programs to meet the special development needs of women in the Third World. Such a measure would permit experimentation with new kinds of programming aimed specifically at overcoming obstacles to the participation of women in developmental activities, would help ensure that they could further and benefit from their country's economic growth, and could provide program planners with practical knowledge of the kinds of programs that would enable equal participation of women with men. OEF repeats that recommendation now.

A new section, Women in Development, should be added to the bill to provide not less than $10 million additional funds to promote fuller participation and integration of women as equal partners in the development process, the major portion of which funds should be used for field programs which promote the economic integration of women. Such a section might read as follows:

> "Women in Development" (a) Not less than $10,000,000 of the funds made available in any fiscal year under this chapter, in addition to funds otherwise available for such purposes, shall be used to promote fuller participation and integration of women as equal partners in the development process.
>
> (b) Programs, projects and activities authorized under this chapter include, but are not limited to, the collection, analysis and dissemination of information on women's roles in development, including the effects of rural to

urban migration and the prevalence of female-headed households; the development of a network of consultants to advise missions on women in development; support for women's organizations which seek to raise consciousness about women's legal rights as part of human rights; and demonstration projects designed to increase the productivity and income-earning power of women, improve women's access for formal and non-formal education and training, develop intermediate technology especially appropriate to women's work, assist women in food production, processing and storage.

(c) Nothing in the above section shall be construed to authorize the establishment of a separate development assistance program for women.

APPENDIX 10

STATEMENT BY KORYNE KANESKI HORBAL, U.S. REPRESENTATIVE TO THE 1977 UNITED NATIONS PLEDGING CONFERENCE ON THE VOLUNTARY FUND FOR THE UNITED NATIONS DECADE FOR WOMEN, NOVEMBER 8, 1977

The United States is pleased to announce a contribution of $3 million to the Programs of the United Nations Decade for Women.

The United States contributions will be as follows: The United States will contribute $400,000 to the International Research and Training Institute for the Advancement of Women which will be established in Iran in accordance with General Assembly Resolution 31/135.

The United States will contribute a total of $2,600,000 to the Voluntary Fund for the United Nations Decade for Women. Our contribution to the Voluntary Fund will be designated for the following purposes in accordance with the criteria established in Resolution 31/133:

Two million dollars will be made available in the amount of $500,000 each for the regional economic commissions for technical cooperation activities in the training centers and in other regional commission programs for integration of women in development. The funds will be made available when each regional commission has developed a regional plan of action for implementation of the world plan of action in their area and when each regional commission has established a minimum of three permanent officer positions for women in development activities, and after women have been employed at the policy-making level as well as the implementation level to assist in carrying out the regional plan.

An additional $350,000 will be allocated for use at the discretion of the consultative committee in accordance with the criteria established in Resolution 31/133.

Finally, the sum of $250,000 will be designated for the Center for Social Development and Humanitarian Affairs to carry out a publications and public information program for materials concerning the World Plan of Action.

The United States delegation hopes this contribution of 3 million dollars for 1978 will be only the first step in our support for the Programs of the Decade for Women. We hope to make additional contributions to both the Voluntary Fund and to the Inernational Institute for Research and Training for Women in subsequent years.

We wish to congratulate all those who have already joined in support for this program through financial and through other forms of support. The combined efforts of member states and non-governmental organizations have provided a solid basis on which to work for the improvement of the rights and needs of women.

The United States is particularly gratified that the member states have placed emphasis in the Decade Program on the needs of women in developing countries, with priority on the needs of rural women. The designation of a large share of the United States contribution for use by the regional commissions in technical assistance projects reflects our strong desire to assist in strengthening the regional commissions and at the same time to seek improvements in their planning and programming for women. We wish to commend the members of the Consultative Committee for the way in which they have excercised their responsibilities in the selection of priorities and projects for support from the Fund. Their commitment and guidance have been and will continue to be an important factor in the long-term success of the Fund. We believe that this Fund has had an excellent beginning and we hope it will continue to grow and be a symbol of cooperation between developed and developing countries, between men and women, to contribute not only to the specific needs of women, but to our goals of achieving social justice for all members of the human family.

We wish to pay special tribute to the Government of Iran for its efforts to promote the International Institute for Research and Training for Women. From the early days of the United Nations, women have encountered difficulty in achieving priority for the basic issue of concern to them. The function of data gathering, research, evaluation, program planning and special training is an essential element for the success of the Program for Women and these tasks must be accomplished if the United Nations is to play a significant role in improving the status of women. The delegation of Iran has taken the lead in seeking to provide the institutional framework in which to house these functions and we are hopeful that this pledging conference will provide sufficient financial support for establishment of the proposed Institute.

The support which we are all pledging today is a sign of the commitment of the United States Government to work with others to formulate goals and programs which have the support of all nations and which meet the needs of the disadvantaged.

We are confident that the Program of the Decade for Women will play an important role and make a significant contribution to the overall effort of the United Nations to achieve equality and justice for all women and men.